

## SECTION XXVIII.

## DEFENCE.

## § 1. Military Defence.

1. **Historical Outline.**—(i.) *Introductory.* For many years after the establishment of colonies in Australia, there was no military training of the general body of citizens, nor even of a selection from out that body, as is the case to-day. Military needs up to 1870, viz., for fifteen years after the grant of responsible government, were met by detachments of Imperial troops. Colonists, however, had not left out of consideration the need for an efficient system of self-defence, and the early establishment of volunteer forces in times of emergency and stress, have now found fruition under the Commonwealth, since the aim of Australians is to make the continent self-contained in the matter of defence.

(ii.) *New South Wales.* Until the year 1870, the main defence of Australia consisted of the garrisons of British troops quartered in the leading cities. In the convict days, the Imperial soldiery was maintained principally as a convict guard, and for policing the penal settlements. In 1801 a corps of volunteers, designated the "Loyal Association," was formed, in response to an invitation from the Governor, from among the settlers and the civil officials, to meet any French attack upon the colonies, the possibility of which was suggested by the frequent rumours of war between France and England. The members of the association were generally victualled at the public cost.

In 1803, the strength of the New South Wales corps being then 569 of all ranks, news reached the colony that war had been declared. The Governor summoned the inhabitants to a muster, and a defence corps, for service in case of invasion, was raised.

The period of the Napoleonic wars was one of alertness in the colony, but with the cessation of hostilities, the active service of the volunteers seems to have come to an end. In 1854, the year of the Russian war, a volunteer force was enrolled in Sydney, under the authority of the Act 18 Vic. No. 8. This corps consisted originally of one troop of cavalry, one battery of artillery, and six companies of foot, called the 1st Regiment of New South Wales Rifles; but with the termination of the Crimean war, the volunteers practically ceased to exist. A second force was enrolled in 1860, consisting of one troop of mounted rifles, three batteries of artillery, and twenty companies of infantry, with a total strength of 1700. In 1862 the Mounted Rifles gave place to more artillery. In 1868 the military force was reorganised under the Volunteer Regulation Act of 1867, a grant of 50 acres of land being given for five years' efficient service. Under this enactment a large force was maintained. 1870 saw the withdrawal of the Imperial troops. "Regular" troops were not immediately raised, and for some months the responsibility for home defence rested upon the volunteers. In 1870 a regular defence force was enrolled, comprising one battery of artillery and two companies of infantry. In the following year the latter were disbanded. In 1874 the land orders for volunteers were abolished, and a direct system of "partial payment" introduced. In 1876 the "permanent" artillery was strengthened by a second battery, and in the following year by a third. 1877 saw the augmentation of the Engineers' Corps, established as a "volunteer" body 10 years earlier, by a torpedo and signalling corps: in 1890 a

second field company was added. In 1878 a further reorganisation of the volunteers took place. In 1881 the Commissariat and Transport Corps was raised, designated Army Service Corps later. The Act of 1867, as amended in 1878, continued in force till the transfer of the troops to the Commonwealth. A corps of naval artillery volunteers was raised in 1882, and was followed a few years later by numerous bodies of military reserves, of all the principal arms; but all these "volunteers" were gradually disbanded, or merged in the "partially-paid" forces.

The cavalry regiment, known as the N.S.W. Lancers, was first raised in 1885 as a volunteer reserve corps, under the name of the Light Horse; but in 1888 the men were merged in the "partially-paid" troops, under their present designation. They provided their own horses and equipment—uniform and arms being supplied by the Government. Unlike the Lancers, the Mounted Rifles were directly enrolled in 1889 as a "partially-paid" body, and were strengthened by the inclusion of a large part of the Light Horse. An unpaid reserve of four batteries of field and garrison artillery was raised in 1885, but two of these were disbanded in 1892, and the others merged in the "partially-paid" force forming a second field battery. Unpaid infantry reserves were also raised in 1885. These were gradually weakened, and many of the men were formed into reserve rifle companies, the remainder in 1892 being absorbed by the 1st, 2nd, 3rd and 4th regiments, whose establishments were at the same time raised from eight to ten companies. At the end of the same year the rifle companies were disbanded, and civilian rifle clubs formed.

The "permanent" force was extended in 1888 to include corps of submarine miners and mounted infantry; but the latter ceased to exist in 1890, and a fourth battery was added to the artillery, while in the following year a "permanent" medical staff corps evolved out of the "volunteer" army medical corps, which had been raised in 1888.

In 1892 the "partially-paid" infantry absorbed many members of the older infantry reserves. Two years later, it was further strengthened by the absorption of the senior cadets from the public schools. Improvement in organisation and administration were further developed in 1895-6, by the addition of an Army Service Corps and Ordnance Store Corps and a Veterinary department to the establishments, and by the elaboration of arrangements necessary to mobilisation for war.

"Volunteers" were again instituted in 1895. The Scottish Rifles, followed by the Irish, the St. George's, and the Australian Rifles, were raised. In 1897 the First Australian Volunteer Horse and the Railway Volunteer Corps were added, as also was a "National Guard," consisting of old volunteers and men who had seen service. In 1899 the Defence Force Rifle Association was incorporated under regulations approved by the Government. In the same year the Railway Corps was disbanded, and in 1900 the Australian Horse came under the "partially-paid" system. The volunteer forces were strengthened during that year by the addition of the Canterbury Mounted Rifles, Civil Service Corps, and Drummoyne Volunteer Company. The Army Nursing Service Reserve was also established in connection with the Army Medical Corps. It consisted of 26 nursing sisters possessing the highest nursing qualifications and training.

The actual strength of the military forces of New South Wales on 31st December, 1900, was 505 officers and 8833 men, made up as shewn in table hereinafter.

In addition, there were on the same date a reserve with 130 officers and 1908 of other ranks, and civilian rifle clubs with 1906 members.

(iii.) *Victoria.* Soon after separation from New South Wales the war between Russia and the allied forces of England, France, and Turkey led to the formation, in 1854, under the authority of an Act for volunteer corps in Victoria (18 Vict., No. 7) of the Melbourne Volunteer Rifle Regiment, later known as the Victorian Volunteer Artillery Regiment, with an establishment of 2000 men. In 1860 the volunteers in the colony took over the garrison duties of the Imperial troops, who were ordered to New Zealand, the actual strength in the year named being 4002. Reorganisation was effected in 1863, and two years later the Volunteer Act (28 Vict., No. 266) authorised the raising of a force comprising various arms of the service. On the withdrawal of the detachment of Imperial troops formerly stationed in the colony, the Discipline Act 1870

(34 Vict., No. 389) was enacted, instituting a paid artillery corps. If otherwise eligible, the men of this corps were drafted into the Police and Penal Departments as vacancies arose. In the first four years of the system 190 artillerymen were transferred to the civil branch. From the establishment of the "permanent" force the whole expenditure on military services has been borne by the State.

The "volunteer" force, as originally constituted, comprised cavalry, artillery, engineers, and infantry, with a torpedo and signal corps. At the end of 1871 the "permanent" artillery numbered 119 of all ranks, one only holding a commission. The volunteers and naval brigade consisted of 136 officers and 3663 other ranks, a total of 3799.

The years ensuing saw steady development in military matters. The permanent forces were at all times kept in a high state of efficiency, and the volunteers strove to emulate them in matters of training and discipline. The establishment of both the professional and civil soldiery was gradually increased. Buildings and fortifications were constructed and maintained, garrison and field guns and guns of position were purchased and made available, and the dismounted services were armed with rifles.

In 1876 effect was given to many of the recommendations of a Royal Commission appointed in 1875. Sea and coast defence began to be undertaken, and regular drills and camps of exercise for all arms were instituted shortly afterwards. In the year named the strength of the forces was 3736 of all ranks, including 136 permanent artillery.

Still greater changes in the system of Victorian defence were made in 1883 and 1884. The volunteer force was disbanded, and corps of paid "militia" were raised in lieu and enrolled under the Discipline Act 1883 (47 Vict., No. 777), which came into operation on 3rd December of that year. A large number of the volunteers were drafted into the paid militia, and granted continuity of service. A Ministry of Defence was constituted and a Council of Defence created, a special appropriation of £110,000 a year for five years being made. Officers from the active list of the Imperial navy and army were engaged for terms of service in the colonial forces to carry out the necessary discipline and instruction. The naval force was also considerably augmented. In 1887 the strength was 4189 of all ranks, including 268 permanent soldiers.

In 1890 the laws relating to defences and discipline were consolidated under the Defences and Discipline Act 1890 (54 Vict., No. 1083). This Act formed the principal law under which the forces were maintained until the enactment of the Defence Act 1903 by the Federal Parliament. A further appropriation of £145,000 was, on the expiration of the previous one, provided for naval and military purposes for two and a-half years, viz., from 1st July, 1899, to 31st December, 1901. The engaging of officers from the Imperial navy and army for terms of service was continued. Colonial officers were sent to England for special courses of instruction, and a scheme was arranged, with the consent of the Home authorities, for sending selected officers of both arms of the defence force for courses of instruction in the Imperial service. The Admiralty gave permission for officers of the colonial navy to serve on board H.M. ships on the station, granting acting commissions so as to enable them to undertake responsible duties. The total defence establishment for 1891-2, fixed at 7360, was reduced in 1895 to 4901, but again increased in 1899 to 5885.

Rifle clubs were established in 1883 for the encouragement of rifle practice. Members were allowed to obtain rifles and ammunition at reduced rates, and were given free railway travelling for rifle practice and matches. Shortly after inauguration the clubs were divided into six districts, and members in each district were required to meet once a quarter for practice in field firing. An annual allowance was made to the clubs for each effective marksman, the money being devoted to the maintenance of ranges and purchase of ammunition.

The regiment of Mounted Rifles was established in all the districts of Victoria. To cover the cost of uniform, and for incidental expenses, an effective and capitation allowance was made, and a small payment was granted by way of compensation for attendance at the annual camps of training; otherwise the corps was a "volunteer" one. Certain

articles of equipment were furnished by the Government, recruits on being passed into the ranks getting rifles, accoutrements, and horse-gear (except saddle) free. A minimum of twelve daylight drills annually, and a course of musketry, was prescribed for all members, and engagement was for three years with privilege of re-engagement.

An infantry volunteer regiment (the Victorian Rangers) was also raised in extra-metropolitan places. Effective and capitation allowance, and compensation for loss of time by reason of attendance at camp, were granted also to the Rangers.

The outcome of the encouragement of drill and rifle shooting in the schools was the formation, in the year 1884, of Cadet Corps. These were authorised in any school in detachments of not less than twenty. The Government supplied rifles (principally Francotte breech-loaders) and provided ammunition at reduced rates. Corps were raised in all districts in the larger schools. Instructors of the militia and volunteers were permitted, in their spare time, to drill the cadets, payment of 2s. 6d. being allowed for each parade. Annual camps, largely attended, were held generally in the spring. In Melbourne, and in the principal inland towns, classes for instruction of cadet officers were conducted, which were regularly availed of by masters and teachers.

To form a link between the school cadets and the militia a battalion of Senior Cadets was established, and consisted chiefly of boys who had left school and engaged in regular occupations in life. All the work was voluntary, and arms and accoutrements were supplied by the Government. An effective allowance was made to assist the boys in the purchase of clothing,

The depression and consequent retrenchment in the last decade of the nineteenth century seriously affected the Defence Department, but efficiency was never sacrificed.

The strength of the Victorian Defence Force on the eve of federation was as follows:—Officers, 301; other ranks, 6034; the details being as shewn in table hereinafter.

(iv.) *Queensland.* Steps were almost immediately taken, upon the separation of the Colony of Queensland from New South Wales in 1859, to provide for defence. A troop of mounted rifles was raised in March, 1860. The service was voluntary and the force quickly increased, infantry and cavalry, subsequently supplemented by artillery, being formed of "volunteers." Grants for efficiency and a capitation allowance, with free issue of ammunition, were obtained from the Government; and orders granting fifty acres of land were available upon completion of five consecutive years of service. In 1876 the total strength was 415. The Volunteer Act of 1878 provided for the raising of a force for defence, and many citizens entered upon useful and regular training. In 1880 the total strength was 1219 of all ranks.

But the volunteer system here, as elsewhere in Australia, was superseded. In 1883 a Military Committee of Inquiry, appointed to consider the basis of service, reported against the system as lacking in cohesion and discipline, and in 1884 the Volunteer Act was repealed. All male inhabitants within specified ages, and with certain exceptions, were liable to serve. A small permanent corps was authorised, and the formation of partially-paid militia and volunteer corps was provided for. Under the new system the force was greatly augmented, and a higher degree of efficiency was reached. Subsequent legislation crystallised the defence system of the colony. The total strength on 31st December, 1900, was 4028, made up as shewn in table hereinafter.

(v.) *South Australia.* The first attempt at military organisation in Adelaide dates back to 1854, when a Militia Act authorised the Governor to call out a force of 2000 men between 16 and 46 years of age. The power, however, was not exercised. The Acts of 1859 and 1860 provided for the establishment of volunteer forces, but in 1865 all previous Acts were repealed; and under a new enactment the calling out of not fewer than 540 and not more than 1000 men was authorised, with pay at the rate of 5/- a day. In 1867 the artillery were given a slightly higher rate. In 1877 the possibility of war with Russia acted as a stimulus in defence matters; 1000 men were raised under the existing legislation, and Imperial officers and drill instructors were obtained from England for purposes of instruction, discipline, and organisation.

A National Rifle Association was inaugurated in the following year, and rifle companies were formed. An Act of the year authorised the formation of a small "permanent" force, but it was only in 1882, under an amendment of the Act of 1878, that such force, consisting of one officer and 20 men, was raised. Three years after its formation the numbers were augmented.

In 1881-2, Acts were passed which allowed the paid volunteers to be raised to a maximum of 1500, and authorised a reserve without limit of numbers. In 1882 the force numbered 1880—1680 infantry and 200 artillery.

In 1886, by further legislation, the paid volunteers were styled "militia," the rifle companies became the "volunteer" force, and a militia reserve was also provided for. At the end of 1889 the strength of the "permanent," "militia," and "volunteer" force was 2720 of all ranks. Minor alterations were made in 1890 and 1895.

The strength on 31st December, 1900, was—officers of active and reserve forces, 135; other ranks, 2797, made up as shewn in table hereinafter.

(vi.) *Western Australia.* The first "volunteer" force in Western Australia was raised in 1861, under Local Ordinance 25 Vic., No. 3. By the Volunteer Force Regulation Act 1883, the local forces were placed under the military law of Great Britain in time of war, but with certain reservations. In 1889 the "volunteer" force numbered 603 of all ranks. In 1890 an increase in establishment to 712 was made. It consisted then of eight corps, of which two were field artillery and six were infantry. Attached to two of the infantry corps were 60 mounted infantrymen. For each efficient volunteer, a capitation grant of £1 10s. per annum was made. To attain efficiency, a volunteer had to attend 12 parades in the year, and complete a musketry course.

Other "volunteer" corps were formed under the provisions of an Act of 1894, and a small unit of "permanent" artillery was added. The "partially-paid" system was introduced in 1896-7. Cadet corps were formed at Perth and Fremantle, and the establishment of the Perth and Fremantle batteries were substantially increased.

Shortly before Federation, a "volunteer" reserve force was formed of persons who had served in the Imperial army, navy, or auxiliary force, or in the military forces of a colony. Six drills a year were required of each member, and an annual allowance of 10s. was made. Membership was restricted to persons under 60 years of age.

The strength of the Western Australian forces on 31st December, 1900, was—135 officers and 2561 other ranks, the details being as shewn in table hereinafter.

(vii.) *Tasmania.* Leaving out of consideration the presence of British military detachments during the early days of Tasmania, no really military local force was organised till 1859, when two batteries of "volunteer" artillery, and twelve companies of "volunteer" infantry were raised. In 1867 the infantry companies were disbanded, and the artillery increased by one battery.

The withdrawal of the Imperial force in 1870, and the simultaneous withdrawal of the volunteer vote, left the colony totally destitute of defence. It was not till 1878 that a remedy was applied, another "volunteer" force being enrolled in that year. In 1882 the strength of this force was 634 of all ranks.

Active forces, of a strength not exceeding 1200 in time of peace, were authorised under an Act of 1885, the services of existing volunteer corps being retained.

Eight years later, an additional "auxiliary" force of a total peace strength of 1500 was authorised.

At the end of 1896 the total strength of the Tasmanian force was 1399, of whom 966 belonged to the "auxiliary" force, and about 200 to the Tasmanian and Launceston Rifle Regiments.

Consolidation of these three units was effected in 1898, the new corps consisting of three battalions, forming the Tasmanian Infantry Regiment.

The strength on 31st December, 1900, was—113 officers and 1911 of other ranks, made up as shewn in table hereinafter.

(viii.) *Defence Works and Fortifications.* Fortifications have been erected for the defence of the principal coast cities of the States, and, in the case particularly of Sydney

and Melbourne, heavy armaments have been erected at the port entrances and other points of vantage. It is difficult to determine the total cost of defence works. Large sums have been spent out of loans in each State except Western Australia, but from 1872 to 1899 Victoria did not expend loan moneys on defence construction.

(ix.) *Fortification of Strategic Points.* For some time prior to 1890 the necessity of fortifying certain points on the Australian coast, at the joint expense of the colonies, was considered. Important trade routes are commanded by Albany, on King George's Sound, in Western Australia, and by Thursday Island, in Torres Strait. Hobart and Port Darwin were also regarded as strategic ports which should be fortified. As the result of a military commission, appointed by the Imperial and the different Australian Governments, which visited the places named, defences were erected at King George's Sound, one-fourth of the cost being borne by Western Australia, the remaining three-fourths by New South Wales, Victoria, Queensland, and South Australia, on a population basis. Equipment was supplied by the Imperial Government, and Western Australia provided the garrison and exercised general superintendence. Fortifications at Thursday Island were also erected, New South Wales, Victoria, Queensland, and Western Australia contributing to the cost of maintenance according to their respective populations. Owing to the formation of a harbour at Fremantle, the Imperial authorities now consider it should be the only fortified port in Western Australia. The whole question of fortification and re-armament is being considered by the Commonwealth Government.

(x.) *Summary.* The earliest settlements in Australia were made by British officers in charge of transported convicts, in the oversight of whom they were assisted by detachments of Imperial troops. The forces who were sent from the centre of Government to maintain order and discipline in the outlying parts of the Empire, were either specially raised and enlisted for the purpose, as in the case of the New South Wales corps, or were sent to their colonial destinations in the ordinary routine of their military service. Prior to the withdrawal of the last British troops from Australia, attempts had been made to organise local forces on a volunteer basis. In 1854 an effort was made which evinced considerable determination on the part of the colonists—engendered, evidently, by the fear of aggression likely to result from the Russian war. But the cessation of hostilities removed the cause for anxiety, and the volunteer movement seems to have passed into abeyance. Even in these early years, however, the need for a Federal system of defence was recognised by the thinking men of the community, and at last the federation of the Australian States—with its eminent advantages for effective defence—was consummated. In the sixties the Continental wars kept before statesmen the need of preparation for war, and the fact that in Australia the position of affairs was neither unobserved nor misunderstood is shewn by the raising—this time on a more lasting basis—of a volunteer force. Again, too, there was a determined effort to federalise defence, culminating in the proposals of 1870. In the year named, the Franco-German war, and the withdrawal of the last Imperial regiment from Australia, resulted in a definite basis for colonial defence being settled. Small detachments of permanent soldiery were instituted, 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 volunteer movement was enthusiastically taken up; many loyal colonists devoted their leisure to drill and training. No payment was made for loss of time, but arms and accoutrements, and sometimes uniforms, were furnished by Government. Reward for five years' service frequently took the shape of grants of land. In 1877 the possibility of another Russian war gave a stimulus to the movement, and establishments were increased. A few years later, as the result of rumours of war, consequent upon French activity in the New Hebrides, and of the reports of highly-qualified military experts who were specially employed to report on the condition of the defences, the "volunteer system" was abandoned, and the "militia," or "partially-paid" forces were brought into existence. The move towards federation is again noticeable, a very important convention being held in 1881. It was held that the "volunteer" system had failed. While many zealous men gave their whole energies to their training, some joined

apparently without serious motive, and consequently failed to acquire those essential ideas of discipline necessary no less in citizen than in professional soldiery. Citizen forces were not thereby doomed, however, for the provision of a small annual allowance—generally £10 or £12 for the gunner or private, with a sliding scale for higher ranks—together with arms, accoutrements, ammunition, and all military necessities, free, enabled the “militia” system to be inaugurated, and as it was begun, so practically it has remained to the present day. Reductions in the above rates of pay were found to be necessary, and the lower rates have been continued under the Federal Government. “Volunteer” corps have again been raised, and the “permanent” forces have been continued in the Public Service.

(xi.) *Strength of States' Defence Forces immediately prior to Federation.* The establishment and strength of the military forces of the several States on 31st December, 1900, immediately prior to federation, was as follows, cadets, reservists, and rifle club members being excluded:—

ESTABLISHMENT AND STRENGTH OF MILITARY FORCES OF STATES,  
31ST DECEMBER, 1900.

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

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

STRENGTH OF THE VARIOUS ARMS, 31ST DECEMBER, 1900.

Arms.	N.S.W.		Victoria.		Q'land.		S. Aust.		W. Aust.		Tas.		TOTAL.	
	Officers.	Other Ranks.	Officers.	Other Ranks.	Officers.	Other Ranks.	Officers.	Other Ranks.	Officers.	Other Ranks.	Officers.	Other Ranks.	Officers.	Other Ranks.
Permanent—														
Staff ... ..	19	98	14	58	15	57	14	5	2	8	3	9	67	235
Field and Garrison Artillery ... ..	18	429	12	272	7	214	1	23	2	31	—	15	40	984
Engineers and other units ... ..	5	70	1	32	—	—	—	—	2	2	—	—	8	104
Militia and Volunteer—														
Cavalry and Mounted Rifles ... ..	88	1,695	52	1,033	53	741	33	621	32	799	5	91	263	4,980
Field Artillery ... ..	10	121	14	277	13	138	4	101	12	174	—	—	53	811
Garrison Artillery ... ..	27	441	37	901	17	212	9	165	2	66	13	197	105	1,982
Infantry ... ..	242	5,382	136	3,193	145	2,189	58	1,786	71	1,451	83	1,549	735	15,550
Engineers and other units ... ..	96	597	35	268	41	186	16	96	12	30	9	50	209	1,227
	505	8,833	301	6,034	291	3,737	135	2,797	135	2,561	113	1,911	1,480	25,873

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

(ii.) *The System of Administration.* Up to 12th January, 1905, the administration of the Commonwealth military forces was by means of a general officer commanding and a headquarters staff. On the date named, a Council of Defence, to deal with questions of policy, and a Military Board, to supervise the administration of the forces, were constituted. The main objects aimed at under the new system are (1) to establish continuity in defence policy; (2) to maintain a continuous connection between parliamentary responsibility and the control and development of the defence forces, the Minister being in constant and effective touch with his department; (3) to establish continuity of administrative methods by the creation of a continuous board; (4) the separation of administration from executive command, so as to develop the independence of district commands, and by giving scope to independent thought and initiative, make practicable a larger measure of decentralisation, and, more particularly, to make possible the ultimate development of a citizen force; (5) to maintain, on a uniform basis, the efficiency of the forces, by continuous and searching inspection by, and independent report from, an officer who, as Inspector-General, is appointed to report upon the results of the administration of the forces, the efficiency of the troops, the system of training, the equipment, the preparedness for war, and the state and condition of all defence works.

The military system of the Commonwealth is made up of—

(a) Permanent Forces which include

Administrative and Instructional Staff.

The Royal Australian Artillery Regiment.

Small detachments of—

Royal Australian Engineers.

Australian Army Medical Corps.

Australian Army Service Corps.

(b) Citizen Forces, comprising

Militia Forces of all arms.

Volunteer Forces (infantry).

Reserve Forces.

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

The forces of the Commonwealth are organised into—

(a) Field Force.

(b) Garrison Troops.

The field force consists of five Light Horse brigades, two infantry brigades, and four mixed brigades, and its duties are to undertake the defence of the Commonwealth as a whole, and to act as reserve to the garrison troops. The garrison troops find the necessary garrisons for the defended ports.

The reserves consist of (a) officers who, having passed through a certain period or course of training, have retired from active service, and b) members of rifle clubs,



attested under the Defence Acts. Rifle club members are required each year to fire a prescribed musketry course, a capitation allowance being paid to clubs for each member classed as efficient. Rifle clubs would furnish a means of bringing the active forces up to war strength in time of national emergency.

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

## STRENGTH OF MILITARY FORCES, 1901 TO 1907.

	1901. 1/3/01.	1902. 1/8/02.	1903. 30/6/03.	1904. 30/6/04.	1905. 30/6/05.	1906. 30/6/06.	1907. 30/6/07.
Commonwealth Headquarters.	...	26	25	26	23	21	21
New South Wales ...	9,772	9,350	8,190	7,285	7,450	7,641	7,501
Victoria ...	7,011	6,771	6,070	5,734	5,858	6,146	6,235
Queensland ...	4,310	3,199	2,889	2,830	2,877	3,011	2,979
South Australia ...	2,956	2,214	1,911	1,699	1,842	1,962	1,888
Western Australia ...	2,283	1,845	1,469	1,254	1,235	1,522	1,625
Tasmania ...	2,554	2,199	1,850	1,052	1,214	1,645	1,662
Commonwealth ...	28,886	25,604	22,404	19,880	20,499	21,948	21,911

1. Date of Commonwealth taking over the military forces from States.

(iv.) *Strength of the Various Arms.* The numbers of the different arms of the service on 30th June, 1907, were as follows:—

## ARMS OF THE COMMONWEALTH DEFENCE, 1907.

Militia Staff ...	7	Army Service Corps	277	Pay Department,	
Light Horse ...	4,826	Army Medical Corps	671	Rifle Ranges, Rifle	
Field Artillery ...	1,209	Veterinary Dept. ...	14	Clubs, Officers, etc.	47
Garrison Artillery ...	2,032	Ordnance Dept. ...	126		
Engineers ...	723	Administrative and			
Infantry ...	11,434	Instructional Staff	298		
Corps of Signallers...	247			Grand Total ...	21,911

(v.) *Classification of Land Forces.* The following table shews the classification and strength of the land forces in each State, including rifle clubs and cadets, on 30th June, 1907:—

## CLASSIFICATION OF LAND FORCES, 1907.

Branch of Service.	Central Adm'n.	New South Wales.	Victoria.	Q'land.	South Aust.	West'n Aust.	Tas.	Total.
Permanently employed ...	21	505	402	230	60	67	44	1,329
Militia ...	—	4,929	4,828	2,570	1,289	907	922	15,445
Volunteers ...	—	2,067	1,005	179	539	651	696	5,137
Rifle Clubs ...	—	10,450	19,470	4,777	3,575	3,762	865	42,899
Cadets ...	—	5,088	6,405	2,949	1,746	1,352	1,070	18,610
Grand total ...	21	23,039	32,110	10,705	7,209	6,739	3,597	83,420

## § 2. Naval Defence.

1. **Historical Outline.**—(i.) *States' Naval Forces.* The naval forces of Australasia prior to Federation derived their character and organisation from the local conditions of the colonies in which they were raised.

(ii.) *New South Wales.* New South Wales, being the base of the Imperial Navy, was fairly well assured as regards naval protection. Mainly with the view of reinforcing the vessels of the Royal Navy on the station, a Naval Brigade of seamen was raised, a large proportion being made up from time-expired petty officers and men of the Royal Navy. It was designed not only to serve as a reinforcement for the navy, but also to make up casualties and man any auxiliary ships, or take part in any expedition in which additional naval personnel would be of great service. To continue its naval character the *Wolverine*, an old composite or wooden corvette, late the flagship on the station, was made over to the New South Wales Government for exercise and training of the Naval Brigade, but this vessel was never fully equipped or commissioned. The officer commanding the naval forces was not an officer of the regular forces, but of the Civil Service, and the *Wolverine* was manned only on holidays and at Christmas or Easter time, and was rarely under way. Beyond the grant of the *Wolverine* and after that period—particularly after the arrival of the auxiliary squadron under the agreement—there was no recognition of this force by the Royal Naval authorities to the extent of its inclusion in any scheme of naval work or operations. In 1885 two torpedo boats were built in Sydney, and manned by the naval force, permanent officers and men being appointed for instruction and command and care of vessels and machinery. The *Wolverine* was sold for breaking up in 1889, but no other vessel was provided to take her place. The Naval Brigade, however, has steadily increased in strength, and has been added to by several companies of Naval Artillery Volunteers. The officer commanding the Naval Artillery Volunteers was in command of the torpedo boats. The strength of the New South Wales naval force stood at 614 on Federation, though, for lack of vessels in which to serve and exercise, this force had lost much of its sea character, and some sections had been merged in the land defence.

(iii.) *Victoria.* The Victorian force dates from the sixties. Local conditions dictated the character of this force. There was practically no permanent stationing of Royal Navy vessels in Victorian waters. The Heads were not fortified, and the large expanse of Port Phillip and Hobson's Bay open to foreign cruisers called for a service thoroughly naval in character for its defence. In June, 1885, the following vessels belonged to the Victorian Government, viz.:—*Nelson*, wooden frigate; *Cerberus*, ironclad; *Victoria* and *Albert*, gunboats; *Childers*, *Nepean*, and *Lonsdale*, torpedo boats; and there were also five auxiliary armed steamers. In 1892 the *Countess of Hopetoun*, first class torpedo boat, was obtained. This force was considerably reduced in 1893. The gunboats were withdrawn then, and the best vessels for sea training were disposed of. This force was maintained at an annual cost of £27,000 up to 1900. Soon after Federation it was reduced to an annual expenditure of £19,000.

(iv.) *Queensland.* The Queensland naval forces were established about 1884 on the advice of the Imperial authorities. Gunboats were built for the defence of all bays, rivers, or roadsteads against the "merchant cruiser" of the volunteer fleet order, then deemed the most probable enemy. Two gunboats, each of 360 tons, and armed each with one 8-inch and one 6-inch B.L. gun, with four light Q.F. or machine guns, the *Gayundah* and the *Paluma*, were commissioned. The *Gayundah* was maintained in commission with a full complement by the Queensland Government, the *Paluma* by the Admiralty for surveying service. There were also obtained for defence one second class torpedo boat and one picket boat, and in addition there were guns for service in river defence, mounted on steam barges belonging to the Marine Department. Queensland in addition to providing gunboats, had followed the example of New South Wales,

and organised companies of a Naval Brigade at the main ports, and, as in New South Wales, there was an excess of men over facilities for training, and the force was reduced in 1893. The gunboats were put out of commission, and the whole naval force reduced. Expansion followed on improved prosperity, and in 1899 and 1900 the Queensland naval forces were raised to a total of 784. The retrenchment following upon Federation reduced the force to practically its present strength.

(v.) *South Australia.* South Australia initiated a system of naval defence in 1884 with the advice of the Imperial authorities. The recommendations of Sir W. Jervois, then Governor of South Australia, an expert in defence and military engineering, took shape in the provision of the *Protector*, a small but heavily-armed cruiser, specially designed for service in the territorial waters of South Australia. This vessel was permanently commissioned with a three-fifths complement, and exercised in every way as a ship of war of the Royal Navy. At the time of her arrival (as was also the case with the Victorian and Queensland gunboats) her armament was in advance of any carried by the vessels of the Royal Navy on the station, which were all still armed with M.L. guns of short range. The naval force of South Australia also included a reserve of from 100 in 1886 to 200 in 1900 for raising the complement of the *Protector* and all subsidiary war services. In 1893 the *Protector* was placed in commission in reserve, and the permanent crew and officers, excepting only a commander, chief engineer, and instructional staff, were retrenched.

(vi.) *Western Australia and Tasmania.* Tasmania had no naval force or vessel other than a second class torpedo boat, laid up for many years, and finally transferred to South Australia. Western Australia has had no naval force whatever.

**2. The Naval Agreement with the British Government.**—(i). *The Original Compact.* The naval defence of Australasia and its trade is 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 cruisers and two torpedo boats of types set out, and its special function was the protection of the floating trade in Australasian waters. The agreement was made for ten years, and was then, or at the end of any subsequent year, to be terminable only upon two years' notice being given. On its termination, the vessels were to remain the property of the Imperial Government. Three cruisers and one gunboat were to be kept continuously in commission, and the remainder in reserve in Australasian ports, but ready for commission whenever occasion might arise. The vessels were to remain within the limits of the Australasian station, and were to be employed, in times of peace or war, within such limits, in the same way as the Sovereign's ships of war, or employed beyond those limits only with the consent of the Colonial Governments.<sup>1</sup> The first cost of the vessels was paid out of Imperial funds, but the Colonial Governments paid interest on the prime cost at 5 per cent. (up to a maximum of £35,000 per annum), and a sum not exceeding £91,000 for annual maintenance of the vessels, or a total annual contribution of £126,000. In times of emergency or actual war, the cost of commissioning and maintaining the three vessels kept in reserve during peace, was to be borne by the Imperial

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

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

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; Tasmania, £4,776; Western Australia, £4,816.

(ii.) *The Agreement of 1903.* The agreement was not dissolved by the union of six of the contracting colonies, but its renewal, with some alterations, was embodied in the Naval Agreement Act of 1903, the Parliament of New Zealand also assenting. The present agreement provides that the force shall be made up of one first-class armoured cruiser, two second-class cruisers, four third-class cruisers, four sloops, and a Royal Naval Reserve of 25 officers and 700 seamen and stokers. One of the ships is to be kept in reserve, three are to be partly manned for drill purposes for training the Royal Naval Reserve, and the remainder are to be kept in commission and fully manned. Australians are, as far as possible, to man the three drill ships and one other vessel, but they are to be officered by Royal Navy and R.N. Reserve officers. Eight nominations for cadetships are to be given annually in the Commonwealth and two in New Zealand. One half of the annual cost of maintenance is 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, is for ten years.

3. *The Naval Defence of Federated Australia.*—(i.) *Proposals for an Australian Navy.* The question of the complete assumption, by federated Australia, of every branch of defence for the continent has been mooted. It has been felt that Australia should consider the question of taking full responsibility for the defence of her ports and dockyards, and the protection of coastal trade. The floating trade of the Commonwealth amounts to £170,000,000 per annum, and obviously its protection is vitally necessary. It has also been suggested that the only way in which attack can be met with advantage is on the seas surrounding our coasts. Fortress artillery would render no such adequate protection, for beyond the range of its batteries, ports could be sealed to traffic by the most insignificant enemy, while a fleet of any considerable dimensions could cause the sea trade to be annihilated.

These considerations have been controverted by the Imperial Defence Committee, whose views have been summarised as follows:—

- (i.) The British fleets guarantee Australia against invasion in force.
- (ii.) They guarantee against attack by any considerable squadron of armoured vessels.
- (iii.) The exigencies of war may require the withdrawal of the Australian Imperial Squadron.
- (iv.) Australia cannot be guaranteed against attack by unarmoured commerce raiders up to four in number, but the losses they would inflict would not be of more than secondary importance.

The two latter elements, viz., possible withdrawals, and the absence of guarantee of protection under certain conditions, have raised the question whether, even though the damage inflicted by a small fleet would have little or no effect on the ultimate issue, and be but of secondary importance, such damage would not be of serious consequence to Australia. This has led to a discussion whether Australia should possess her own navy, or at least such naval war material as would ensure the principal lines of sea communication being kept open; or if not, ensure her ports being fully defended.

(ii.) *The Naval Forces under the Federation.* Prior to 1905 a naval officer commanding administered the naval forces. On 12th January of that year the Council of Defence was established to deal with all questions of policy, and the Naval Board, then first constituted, took over the administration of the Commonwealth naval forces. 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 afforded to an officer who, as Director of Naval Forces, is appointed to deal with the training of the *personnel*, and the condition of the *materiel*, of naval forces and works.

The following table shews the strength of Commonwealth naval forces on 30th June, 1907:—

STRENGTH OF COMMONWEALTH NAVAL FORCES, 1907.

Branch of Service.	New South Wales.	Victoria.	Queensland.	South Australia.	Total.
Permanently Employed ...	4	121	49	22	196
Partially-paid ...	313	204	346	119	982
Total ...	317	325	395	141	1178

In addition to the above there were naval volunteer cadets numbering 100 in New South Wales, 98 in Victoria, 140 in Queensland, and 53 in South Australia—a total of 391.

(iii.) *Harbour Defences.* The vessels for harbour defence obtained by the several colonies prior to federation, and now remaining, are:—

COMMONWEALTH NAVAL FORCES, VESSELS, 1907.

Description.	Name.	State.
Iron armour-plated turret ship ...	<i>Cerberus</i> ...	Victoria
Steel cruiser ...	<i>Protector</i> ...	South Australia
Steel gun vessel ...	<i>Gayundah</i> ...	Queensland
" " ...	<i>Paluma</i> ...	Queensland
First class torpedo boat ...	<i>Countess of Hopetoun</i> ...	Victoria
" " ...	<i>Childers</i> ...	Victoria
Second class torpedo boat ...	<i>Nepean</i> ...	Victoria
" " ...	<i>Lonsdale</i> ...	Victoria
" " ...	<i>Mosquito</i> ...	Queensland
" " ...	... ..	South Australia
Torpedo launch ...	<i>Gordon</i> ...	Victoria
" " ...	<i>Midge</i> ...	Queensland

The *Gayundah* and *Protector* are utilised for the sea-training of the naval militia.

### § 3. Expenditure on Defence.

1. **Expenditure, 1901-2 to 1907-8.**—The following table gives the expenditure of the Department of Defence from 1901-2 to 1906-7, and the estimate for 1907-8:—

EXPENDITURE ON DEFENCE, 1901-2 TO 1907-8.

Branch or Department.	1901-2.	1902-3.	1903-4.	1904-5.	1905-6.	1906-7.	1907-8 Estimate
	£	£	£	£	£	£	£
Central Administration ...	11,717*	19,747	19,128	20,716	18,832	19,249	21,392
Naval Forces ...	67,277	44,736	40,988	43,370	45,753	50,301	60,524
Military Forces ...	586,323	517,364	458,970	490,731	500,379	535,187	614,633
Royal Reception ...	9,738	1	111	...	...	...	...
Rent, Repairs, and Maintenance	26,516	22,796	24,551	23,923	29,721	27,379	38,305
Additions and New Works ...	2,640	5,537	16,259	26,213	33,556	35,206	59,046
Defence Arms, Equipment, etc.	50,681	16,527	96,983	174,046	138,077	159,988	296,050
Audit Office ...	446*	1,422	929	789	765	585	934
Pensions and Retiring Allowances	...	934	670	712	907	974	1,139
Supervision of Public Works by State	...	...	...	...	...	...	...
Officers ...	48	275	949	740	659	521	1,065
Naval Agreement ...	104,969	104,965	196,226†	153,358	200,025	200,000	200,000
Miscellaneous "Other" ...	863	50	...	...	1,671	6,325	3,924
Total ...	861,218	734,354	855,764	934,598	970,345	1,035,615	1,297,012

\* Portion of year only.

† Includes portion paid in advance on account of 1904-5.

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

EXPENDITURE ON DEFENCE—VARIOUS COUNTRIES.

Country.	Year.	Army.	Navy.	Total.	Per Inhabitant.
		£	£	£	s. d.
Great Britain ...	1907-8	27,760,000	31,419,000	59,179,000	27 0
Germany ...	1907-8	37,355,000	11,645,000	49,000,000	16 0
France ...	1907	31,200,000	12,480,000	43,686,000	22 3
Italy ...	1906-7	11,084,000	4,936,000	12,020,000	7 0
Austria-Hungary ...	1906	15,914,000	1,288,000	17,202,000	7 2
Switzerland ...	1907	1,319,000	—	1,319,000	7 6
Russia ...	1907	39,623,000	10,842,000	50,465,000	9 5
Spain ...	1907	6,365,000	1,458,000	7,823,000	8 2
Norway ...	1906-7	1,050,000	418,000	1,468,000	12 9
Sweden ...	1907	2,378,000	840,000	3,218,000	12 1
Denmark ...	1907-8	674,000	410,000	1,084,000	8 3
Holland ...	1906-7	2,171,000	1,474,000	3,645,000	13 0
Belgium ...	1907	2,562,000	—	2,562,000	7 0
United States ...	1907	21,250,000	19,792,000	41,042,000	9 9
Canada ...	1905-6	1,145,000	—	1,145,000	4 0
Australia ...	1907-8	1,036,488	260,524	1,297,012	6 2

#### § 4. The Training of Officers.

**1. Instruction and Exchange.**—For some time officers and non-commissioned officers of the Imperial Army have not been engaged as instructors for the military forces of the Commonwealth; but in August, 1905, arrangements were made for the mutual exchange of permanent officers between the Commonwealth and England, India, and Canada. Three officers were exchanged in 1906 and three in 1907. At the same time the practice which has existed for some years of sending officers and non-commissioned officers to England for instruction has been continued, and, it is hoped, may be extended to include officers of the militia forces. This year three officers and five non-commissioned officers were sent to England for instruction.

#### § 5. The Cadet System.

**1. School Cadets.**—Many years before the consummation of Australian federation the systematic military training of lads had been instituted in the schools of the colonies, and the cadet system had attained considerable development. The Commonwealth Government has made arrangements with the various Departments of Education so that boys attending school shall be afforded facilities for drill by their teachers, and regular instruction by the Cadet Instructional Staff of the military forces. The strength of the cadets has increased rapidly, and under the recently-introduced system great expansion is expected.

**2. Senior Cadets.**—Senior cadet battalions are authorised for boys leaving school, and these form a connecting link between the schoolboy soldiers and the citizen forces.

3. **Mounted Cadets.**—Mounted cadet corps have also been formed in various parts of the Commonwealth, the members supplying their own uniforms, mounts, and horse-gear, and being trained in troop and squadron drill by instructors appointed for that purpose. Their organisation is distinct from the educational establishments, but they are under similar conditions as regards drill and discipline. It is hoped that this corps will form a useful recruiting ground for the mounted branches of the service.

4. **Naval Cadets.**—Naval cadets have also been organised. Generally the instruction, given voluntarily by members of the naval forces, aims at embracing all branches of a seaman's training.

5. **Boys' Brigades.**—In addition, boys' brigades have been instituted in connection with various societies. These have not as yet come under direct Governmental control, and it is not intended that they should do so. The idea of the originators of the movement appears to be to keep the lads together in their leisure time, turning it to profitable account, and inculcating the principles of self-restraint and discipline, while at the same time preparing them for the sterner duties of citizenship.

## § 6. Commonwealth Defence Legislation.

1. **The Defence Acts of 1903 and 1904.**—(i.) *General Provisions of the Acts.* The defence of Australia at the present time is enacted and prescribed by the Defence Acts of 1903 and 1904 of the Federal Parliament. Many of the provisions are merely enabling, empowering the Governor-General to arrange for the efficient defence of the Commonwealth, and to appoint officers to responsible positions and to commissioned ranks generally. The defence force is declared to consist of the naval and military forces of the Commonwealth, divided into "permanent" and "citizen" forces, the former consisting of persons bound to continuous service for a term, the latter of persons not so bound, and divided into "militia," who are paid, and "volunteers," who are not ordinarily paid, for their services. Members of rifle clubs duly sworn, and enrolled persons who have done active service, make up the reserve forces. In time of peace, enlistment is voluntary. In time of war, the citizen forces may be called out by the Governor-General, who must state his reason for so doing, and communicate the fact to Parliament. Members of the naval forces may be called upon to serve outside the Commonwealth, but those of the military forces are not liable for such service. The forces may be used for the protection of the States from domestic violence. Command in time of war may be given to the Commander of any portion of the King's regular forces, or of the King's naval forces. For training, and in war, the naval forces may be placed on board ships of the navy of the Australian station. The Army Act (Imperial) is to apply to the Commonwealth military forces, and the Naval Discipline Act (Imperial) to the Commonwealth naval forces, while on active service, except where those Acts are inconsistent with the Commonwealth Defence Acts. Regulations, however, may prescribe that any provisions of the Imperial Acts named shall not apply. Provision is to be made out of the Consolidated Revenue Fund for families of men killed or incapacitated while on service.

Male inhabitants between 18 and 60 years of age are liable to serve in time of war, Parliament being informed of the occasion if in session, and being summoned within ten days if not. Persons the doctrines of whose religion forbid them to bear arms or perform military service may be exempted.

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

The construction and maintenance of vessels, building and equipment of forts, laying of mines, institution of arms and ammunition factories, the acquisition of artillery and rifle ranges, and the performance of all acts for efficient defence and protection, are provided for. Railways and tramways are to carry troops when required. In time of war, the control of these services may be assumed by an officer duly authorised, and vehicles and boats may be impressed, and troops billeted and quartered. Heavy penalties are decreed for unlawfully giving information as to defences, or unlawfully obtaining same; and for supplying inferior provisions, material, equipment, etc. Information required under the Act is to be correctly given. Persons required to enlist are to do so, and are to take the oath or affirmation prescribed, and no person is to procure or aid desertion or to harbour deserters. Obstructing drill, personating, sketching fortifications and works or trespassing in them, or even being, with the intention of graphic representation, in their vicinity with drawing or photographing materials, etc., is forbidden. The uniform of the defence force, or colourable imitation of it, is not to be worn by persons not members of the force, and no contempt is to be brought on the uniform. The convening of courts-martial, and the appointment of officers to constitute them, is with the Governor-General, and he may confirm or remit their sentences. The composition and procedure are to be those in force in the King's regular army and navy. Corps moneys, arms, accoutrements, clothing, etc., are, for legal reasons, vested in commanding officers, who, for any good cause, may disrate or discharge any sailor or soldier of the citizen forces, the disrated or discharged person being given an opportunity to shew cause against it. The right to volunteer for service beyond the Commonwealth is conserved. No inducement is to be given to any person to enlist or engage in any naval or military force, the raising of which has not been authorised. In the arrest of deserters, the civil police are to assist.

An exhaustive body of regulations has been drawn up under the authority of the Act, and the details of service by members of the forces are set out therein. These, having been notified in the Government Gazette, have the force of law. Rates of pay for the permanent and militia forces have been fixed; the conditions of leave of absence and furlough, the mode of complaint by officers and men and of the redress of grievances, and the method of convening courts of enquiry and courts-martial, have been defined. Other matters dealt with are the preservation of the public safety during naval and military practice, payment of reasonable compensation for loss, injury, or damage, caused by military impressment or service, the quartering and billeting of soldiers in time of war, the establishment and conduct of canteens, and the fixing, within certain defined limits, of penalties for breaches of the regulations. Drill, training, and inspection of the forces, and their discipline and good government, are also ordered.

The Governor-General, under the powers conferred upon him by the Acts, has appointed an Inspector-General of the Military Forces, a Director of the Naval Forces, District Commandants, and commissioned officers generally. In the first appointment of officers, preference is accorded to persons who have served in the ranks. Promotions of officers are generally subject to passing the prescribed examinations, but distinguished service, or marked ability and gallantry in active service, may be permitted to gain promotion without examination. A Council of Defence, and Boards of Military and Naval Administration, have been constituted. A Reserve of Officers has been formed, and also an Unattached List, whence officers may be employed for duty with any corps or with the staff. The authority of the Act to establish a Naval and Military College has not yet been availed of, but a Chair of Military Science has been endowed by the University of Sydney, and an officer of the general staff has been appointed Director of Military Science. Reference is made hereinafter to the course of instruction. It is hoped that now not only soldiers will be enabled to perfect themselves in the duties of their profession, but that the influence of the teaching will pervade all classes of the community, and enable them to speak and vote more effectively, because with greater knowledge, when defence matters come up for consideration.



(ii.) *Regulations for Efficiency.* Under the regulations, certain requirements for efficiency are set out for members of the militia forces, inefficient being discharged. The principal of these requirements are :—Attendance at the annual camps of training ; completion of a course of “field training” in the special duties of the arm to which the member is attached ; attendance at District Commandants’ inspections ; and the performance during the year of an allotted amount of drill, amounting to 12 days or equivalent. Camps, inspections, musketry, and field-training parades count for efficiency, and two half-days or four nights are regarded as equivalent to a day. For volunteers, the parades required for efficiency are eight half-days and ten nights. The attendance of militia and volunteer forces at the camps in 1906-7 is shewn in the accompanying tables :—

ATTENDANCE OF MILITIA AND VOLUNTEER FORCES AT CAMPS OF  
CONTINUOUS TRAINING, 1906-7.

Arm.	Establishment as per Estimates.	Actual Strength at date of Camp.	Actual Number in Camp.	Percentage of Attendance in Camp to Strength.
Light Horse ... ..	5,184	4,882	4,128	85
Field Artillery ... ..	1,214	1,162	1,040	90
Garrison Artillery ... ..	1,512	1,427	1,262	88
Engineers ... ..	667	639	584	91
Infantry—Militia ... ..	6,837	6,516	5,711	88
Corps of Signallers ... ..	284	223	209	94
Army Service Corps ... ..	275	265	248	94
Army Medical Corps ... ..	621	587	520	89
Veterinary Department ... ..	15	10	9	90
Total Militia ... ..	16,609	15,711	13,711	87
Infantry—Volunteers ... ..	5,828	5,251	2,401	46
Total ... ..	22,437	20,962	16,112	77

The numbers classed as “efficient” for the year 1906-7 were as follow :—

EFFICIENTS (MILITIA AND VOLUNTEER FORCES) ON 30TH JUNE, 1907.

Force.	Strength on 30th June, 1907.	Efficients.	Percentage of Efficients to Strength.	Non-Efficients.
Militia ... ..	15,209	13,177	87	2,032
Volunteers ... ..	5,001	4,221	84	780
Total ... ..	20,210	17,398	86	2,812

## § 7. General Questions of Defence.

1. **Proposed Schemes.**—There have been before the public various proposals for securing the efficient defence of Australia. One aims at enforcing courses of compulsory drill on all males, on their attaining 18 years of age, the training to be conducted on lines somewhat similar to those at present in vogue for the militia and volunteers, attendance on certain nights throughout the year, with daylight parades on the afternoons of the weekly half-holiday (*e.g.*, Saturday and Wednesday), and on whole days as specially arranged. Another proposal makes the cadet system compulsory throughout the Commonwealth, and seeks to attain its end by elementary military training in school life. In connection with these and other propositions the figures of male population of the Commonwealth are of interest. The estimated number of males available for training as cadets, taken as those between the ages of 12 and 18 (at which latter age they are eligible for membership of the citizen forces) was, on 31st December, 1906, 271,000. That of males at the best period for military service, taken as those between 18 and 35, was 624,000; while between 35 and 60, there were 537,000 males. The figures in more detail are as follows :—

MALE POPULATION AT CERTAIN AGES, 31ST DECEMBER, 1906.

Age.	Estimated Male Population.	Age.	Estimated Male Population.	Age.	Estimated Male Population.
12 and under 13 ...	49,000	18 and under 19 ...	40,000	35 and under 40 ...	168,000
13    "    14 ...	47,000	19    "    20 ...	40,000	40    "    45 ...	139,000
14    "    15 ...	46,000	20    "    21 ...	39,000	45    "    60 ...	230,000
15    "    16 ...	44,000	21    "    25 ...	154,000		
16    "    17 ...	44,000	25    "    30 ...	179,000		
17    "    18 ...	41,000	30    "    35 ...	172,000	Total, 35 to 60 ...	537,000
Total, 12 to 17 ...	271,000	Total, 18 to 34 ...	624,000	Total, 12 and under 60 ...	1,432,000

2. **Ministerial Policy.**—On the 13th December, 1907, in the House of Representatives, the Honourable the Prime Minister outlined the Government's defence scheme. The leading points are summarised as follows :—

Australia is no longer outside the area of the world's conflicts, and the enormous annual war expenditure of modern nations must therefore be considered. The great wealth of Australia demands a state of preparedness for war, if only to preserve peace. The question of defence, as seen by Australia, falls naturally into three parts. The first relates to the command of the high seas, the next to the protection of our coasts, and the last to our power to hold our own territory against invaders.

The British Empire depends on the navy as its first line of defence, and, because of her long coast line, Australia is deeply concerned in this. Dependence on the Imperial navy must therefore continue; the whole defence of the sea and its control being a matter for the British Government and the British navy. The present Naval Agreement is unsatisfactory, and in lieu thereof a contribution in kind is proposed, *viz.*, a naval force, Australian in character. It is intended to raise this force, the officers and men being engaged here under the same conditions as in the Royal Navy, or obtained after they have served in the Royal Navy, to serve on our local vessels for the usual term on this station,

and then to pass into other ships of the Royal Navy to continue their training elsewhere. They would remain members of the navy in every sense, recruited and serving under its laws. They would be paid in Australia at Australian rates of pay. The ships would fly the White Ensign and the Southern Cross, and be altogether Australian in cost and in political control, as to their movements and stations; in everything else they would be part of the British Navy. The whole control, both in peace and war, would be in the Commonwealth, but if in time of danger it chose to place its flotilla under the command of the admiral on this station, as would probably be the case, it would then pass wholly under his control for the time being. The annual cost to the Commonwealth is estimated at £100,000, and the remainder of the present subsidy would be applied to submersibles or destroyers. The Australian Squadron would be an addition, although part of, the Royal Navy, for which Australia would become a recruiting ground. It is intended that docks and fitting establishments should also be maintained, coaling facilities provided, and arrangements made for a supply of coal and naval stores for His Majesty's ships. The Admiralty joins issue regarding the Government proposals, principally upon the matter of control in time of war. It is hoped that these objections will be satisfactorily overcome.

For local defence it is proposed to build vessels absolutely under Australian control, and with a sphere limited to Australian waters. This flotilla is to consist of submarines and torpedo boat (coastal) destroyers, three of the former and two of the latter being acquired annually for three years. The complete scheme would give two submarines for New South Wales, two for Victoria, two for Queensland, one perhaps at Thursday Island, and one each for South Australia, Western Australia, and Tasmania; and one torpedo boat destroyer for the chief harbour of each State. If after three years the protective force be considered insufficient, additions will be made to it according to the most modern and up-to-date principles. In addition, lights and armaments for the shore forts will be installed. Ammunition also will be purchased.

Regarding land defences, the militia is numerically weak, there being only 22,000 regularly drilled soldiers in the permanent, militia, and volunteer forces. At present only one male in every 112 is undergoing drill and military experience, and that generally for but a short period. The annual cost of this is £800,000. Numerically our force is regarded as too weak, and financially as too expensive. The Government propose a system of training, according to which every young man in the Commonwealth shall be required to serve each year for at least sixteen days in the National Guard, during his nineteenth, twentieth, and twenty-first years, instruction, continuous and practical, being imparted in local camps. Each of the present militia units will expand to three National Guard units, and the whole of the present militia will be absorbed, being required to supply officers and non-commissioned officers to train the new levies. The Guard will not ordinarily receive pay for its service, but for the longer training necessary in special corps reasonable allowance will be made. Long service undertaken voluntarily will be especially appreciated, and recognition made. After the three years' training, men will be kept in touch with what is being done, by attending occasionally, if only for a short time, at camps with the National Guard. The age of exemption from the reserves will be forty years. The uniform, accoutrements, mountings, fittings of ordnance, etc., will, whenever possible, be locally made, and it is intended to establish an ammunition factory.

A school of permanent expert instructors, whose members will travel from State to State, will train the officers, by lectures and examinations, in the latest principles of military science, and the latest lessons of military history. The system of temporary exchanges of officers with England, India, Canada, and South Africa, will continue, and officers and non-commissioned officers will be sent abroad for training.

The estimates of cost for each of the first three years, as compared with the estimates of 1907-8, are:—

## DETAILS OF ESTIMATED EXPENDITURE.

Items.	1st Year.	2nd Year.	3rd Year.	Estimates, 1907-8.
	£	£	£	£
Central Administration ...	23,000	23,000	23,000	23,000
Head quarters of Military Districts ...	15,000	15,000	15,000	15,254
Ordnance Department ...	22,000	22,000	22,000	21,452
Permanent Troops ...	85,000	65,000	50,000	105,793
Instructional Staff ...	46,000	46,000	46,000	46,388
Accounts and Pay Department ...	6,000	6,000	6,000	6,198
Rifle Range Staff ...	3,000	3,000	3,000	2,654
<b>Total—Permanent Services</b> ...	<b>200,000</b>	<b>180,000</b>	<b>165,000</b>	<b>220,739</b>
<b>NATIONAL GUARD: Training—</b>				
Pay, including Militia retained ...	93,000	80,000	90,000	115,489
Clothing, etc. ...	90,000	90,000	90,000	64,197
Camps and Schools of Instruction ...	39,000	68,000	85,000	30,460
Central School ...	5,000	5,000	5,000	...
Ammunition annually expended ...	20,000	40,000	60,000	32,203*
<b>Total</b> ...	<b>247,000</b>	<b>283,000</b>	<b>330,000</b>	<b>242,349</b>
<b>Arms</b> ...	<b>100,000</b>	<b>100,000</b>	<b>100,000</b>	} <b>106,433</b>
Accoutrements, etc. ...	75,000	75,000	75,000	
Stores, general contingencies, etc. ...	32,000	28,000	24,000	
Field Artillery, guns, & reserve ammunition ...	50,000	50,000	50,000	
Ammunition, reserve for rifles ...	30,000	30,000	30,000	
Works and buildings ...	29,000	29,000	29,000	59,000
Repairs, maintenance, and rents ...	26,000	21,000	16,000	31,668
<b>Total</b> ...	<b>342,000</b>	<b>333,000</b>	<b>324,000</b>	<b>233,327</b>
<b>Grand Total, excluding Rifle Clubs and Cadets</b> ...	<b>789,000</b>	<b>796,000</b>	<b>819,000</b>	<b>696,415</b>

\* £32,203 includes annual expenditure on gun and rifle ammunition and reserve rifle ammunition. † Guns are included in arms. ‡ See note \*.

The total military and naval expenditure works out thus:—

## GRAND TOTALS (INCLUDING CAPITAL EXPENDITURE).

Items.	Estimates, 1907-8.	1st Year.	2nd Year.	3rd Year.
	£	£	£	£
Military (including new special defence provision) ...	1,033,359	1,097,000	1,021,000	1,074,000
Naval Agreement ...	200,000	200,000	200,000	200,000
Local Naval Forces ...	60,524	60,524	60,524	60,524
New naval expenditure ...	...	357,070	414,140	471,210
Presumed unexpended balance...	125,950	...	...	...
<b>Total</b> ...	<b>1,419,833</b>	<b>1,714,594</b>	<b>1,695,624</b>	<b>1,605,734</b>

This table includes expenditure on cadets, rifle clubs, etc., and capital spent upon fixed defences, factories, and works. It will be seen that for this year the actual

appropriation proposed is £1,300,000, although £125,000 has been deducted from the full cost, because it is not expected to be expended within the year.

The cost of the new system will not be much greater than under the present system, and it is hoped that camp life and healthy rivalry in outdoor military occupations will not only serve as a great disciplinary power, but will be a potent factor in fostering the best national spirit. It is calculated that the establishment under the new proposals will be 83,000, always in training, supplemented each year by about 30,000 men, an equal number passing to the reserve. In the eighth year over 200,000 men will be available, fully armed, equipped, and organised for the defence of the Commonwealth. The cadet movement will be largely expanded, and rifle clubs will receive an increased subsidy. The term of compulsory service in the National Guard will be reduced for those who have passed through and qualified in the cadet service, and rifle clubs will be recruited from those who have fulfilled their obligation of service in the Guard.

### § 8. Relation to the Empire.

During the New Zealand wars many colonists served with the British forces, but their service was purely as individuals. 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. This was the first time that duly organised colonial troops were employed outside the colonies in the Empire's wars. Lord Wolseley's despatch of 15th June, 1885, reads:—"The result was so satisfactory that I trust the noble and patriotic example set by New South Wales may, should occasion arise, be followed by other colonies."

In 1899 the outbreak of war with the Boers led to the several colonies offering contingents. This service was continued when, on 1st March, 1901, the control of the defence forces passed over to the Commonwealth. Besides the troops officially organised many Australians served as individuals in the campaign. The following table shows 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.

Colony.	State Troops at State Expense.			State Troops at Impe- rial Expense.			Commonwealth Troops.			Grand Total.		
	Officers.	Other Ranks.	Horses.	Officers.	Other Ranks.	Horses.	Officers.	Other Ranks.	Horses.	Officers.	Other Ranks.	Horses.
New South Wales	160	3,217	3,135	76	1,308	1,443	78	1,271	1,294	314	5,796	5,872
Victoria	47	751	830	77	1,569	1,877	69	1,052	1,118	193	3,372	3,825
Queensland	39	694	868	73	1,346	1,603	37	699	736	149	2,739	3,207
South Australia	20	326	258	46	644	696	23	467	490	89	1,437	1,444
Western Australia	18	331	269	34	540	608	15	291	306	67	1,162	1,183
Tasmania	6	173	58	17	358	422	13	290	303	36	821	783
Australia	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, whose service with the Imperial troops was with the view of aiding the development of the Commonwealth forces, particularly in regard to the routine and administration of troops on service.

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

### § 9. Military Education.

Following upon the endowment by the Sydney University of a Chair of Military Science, a curriculum, to extend over a period of three years, commenced in March, 1907. The courses of lectures are open to attendance by the public upon payment of the prescribed fees, but members of the University Scouts are permitted to attend without fee, and officers of the citizen forces at half fees. The curriculum consists of individual courses of instruction, each terminating with an examination. Completion of the curriculum entitles the student to a diploma in military science, and students not completing it may receive certificates for any courses in which they have given satisfaction.

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

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

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

In 1840 New Zealand became a British colony by cession of the Maori chiefs. The natives have generally shewn themselves well disposed to the colonists, but in 1845-8 and 1860-70 there were native wars, in which, however, many of the clans fought for the colonial Government. Colonists joined with the Imperial troops in the campaign that began in 1845. In that year a Militia Ordinance was enacted, and 300 men were enrolled at Auckland and Wellington. The necessity of keeping trained bodies of men in case of continued resistance was acknowledged by the act of the home Government in sending soldiers, not to be kept constantly under arms and in receipt of pay, but to maintain themselves on land granted them for settlement, being in readiness for military service if occasion arose. October, 1847, saw the arrival of the first detachment of this military colony. Garrison duty was performed for a few days each year. The grant was a cottage on an acre of land to each soldier, to become, on the completion of seven years' service, his own property, with the right to purchase five additional acres at a low price. This force ultimately rose to 500 men, and the scheme was successful. The corps of New Zealand Fencibles was also constituted about the same time from discharged soldiers resident in the colony, and was approximately of the same strength as the military settlement.

The outbreak of the Waitara war in 1860 revealed a state of military unpreparedness. Martial law was proclaimed, and volunteer forces raised to fight in conjunction with the Imperial troops. After a short peace, hostilities were renewed with increased vigor and over a wider area. All available Europeans were called out for training or active service. In addition to the troops raised in New Zealand, a body of military settlers was enrolled, principally in Australia—for service in New Zealand. The terms of enrolment provided that on the termination of the war, the men were to be located on the frontier, with a grant of 50 acres each. About 1600 colonists also assisted the Imperial troops in trans-

port and convoy duties. Before the completion of the war, the Imperial troops were removed. Owing to differences between the Home and Colonial Governments as to the conduct of the war, the latter declared its readiness to undertake its own defence. Orders were accordingly issued for the withdrawal of the Imperial troops, and most of them went home during 1866, though it was 1870 before the last regiment left the colony. The New Zealanders set about finishing the war. In 1867 it languished, and the combined forces were reduced to 3600, including 1700 military settlers. Quickened again into life, the insurrection necessitated the up-keep of an organised force. At first the only available body was the armed Constabulary corps, raised a few months before the fresh outbreak of 1868. With the increased activity of the disturbances, this body was increased to a strength of 1000 men, and designated the "Field Force." With the aid of other local forces and allied natives, the rebellion was quelled, and a lasting peace established. The Constabulary or Field Force was gradually reduced in strength, and after various changes it was separated from the Police Force and organised as a permanent artillery unit by the Defence Act 1886. This Act repealed previous laws relating to the militia and volunteers. The Defence Amendment Act of 1900 gives the Governor power to establish an Imperial reserve, drawn from any branch of the forces, for service outside, as well as within, the colony. Under the Acts of 1886, 1900, and 1906 the defence forces of the Dominion are constituted. In 1882 the strength of the forces maintained was 7367—made up of 732 cavalry, 907 artillery, 380 engineers, and 5348 infantry. The colony furnished 150 (approximately) officers and 4850 men for the South African war.

The Royal New Zealand Artillery and Royal New Zealand Engineers, together with auxiliary units of various arms, make up the military forces of the dominion. Administration and control is in the hands of the Council of Defence. The following table gives the strength of the various corps:—

PERMANENT—				Mounted Rifles	...	...	4,189
Royal N.Z. Artillery	...	248		Infantry Corps	...	...	6,881
Royal N.Z. Engineers	...	84		Cycle Corps	...	...	34
				Signalling Corps	...	...	36
Total Permanent	...	332		Field Hospital and Bearer Corps	...	...	53
VOLUNTEERS—				Garrison Bands	...	...	142
Field Artillery	...	...	461				
Naval and Garrison Artillery	...	929		Grand total trained	...	...	13,527
Engineers	...	...	470				

In addition there is a cadet corps with a total strength of 3094, and rifle clubs, with a membership of 3141.

The following table gives the military expenditure of New Zealand from 1900-1 to 1905-6:—

MILITARY EXPENDITURE, NEW ZEALAND, 1900-1 to 1905-6.

Year.	1900-1.	1901-2.	1902-3.	1903-4.	1904-5.	1905-6.	1906-7.
Expenditure...	£156,218	£250,478	£292,081	£221,959	£239,333	£195,028	£192,765

Enlistment for three years in a volunteer corps is decreed for all cadets in the Civil Service, on their attaining the age of 18 years.