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SECTION XXVIII.

DEFENCE.

§ 1. Military Defence.

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

(i.) *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	2,169	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 were (a) to establish continuity in defence policy; (b) to maintain a continuous connection between parliamentary responsibility and the control and development of the defence forces, the Minister being in constant and effective touch with his department; (c) to establish continuity of administrative methods by the creation of a continuous board; (d) the separation of administration from executive command, so as to develop the independence of district commands, and by giving scope to independent thought and initiative, make practicable a larger measure of decentralisation, and, more particularly, to make possible the ultimate development of a citizen force; (e) to maintain, on a uniform basis, the efficiency of the forces, by continuous and searching inspection by, and independent report from, an officer who, as Inspector-General, is appointed to report upon the results of the administration of the forces, the efficiency of the troops, the system of training, the equipment, the preparedness for war, and the state and condition of all defence works.

The military system of the Commonwealth is made up of—

(a) Permanent Forces which include

Administrative and Instructional Staff.
The Royal Australian 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 and automobile corps).
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.) *Strength of Military Forces under the Federation.* The position of the military forces under the Commonwealth is shewn in the following table:—

STRENGTH OF MILITARY FORCES, 1901 to 1909.

State.	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.	1908. 30/6/08.	1909. 30/6/09.
Headquarters	...	26	25	26	23	21	21	26	30
N.S. Wales ...	9,772	9,350	8,190	7,285	7,450	7,641	7,501	7,665	7,902
Victoria ...	7,011	6,771	6,070	5,734	5,858	6,146	6,235	6,568	6,669
Queensland	4,310	3,199	2,889	2,830	2,877	3,011	2,979	3,176	3,224
South Aust....	2,956	2,214	1,911	1,699	1,842	1,962	1,888	1,935	2,004
Western Aust.	2,233	1,845	1,469	1,254	1,235	1,522	1,625	1,611	1,662
Tasmania ...	2,554	2,199	1,850	1,052	1,214	1,645	1,662	1,650	1,870
Total ...	28,886	25,604	22,404	19,880	20,499	21,948	21,911	22,631	23,361

* 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 the 30th June, 1909, were as follows :—

ARMS OF THE COMMONWEALTH DEFENCE, 1909.

Militia Staff ...	53	Army Service Corps	299	Administrative and	336
Light Horse ...	5,380	Army Medical Corps	679	Instructional Staff	
Field Artillery ...	1,301	Automobile Corps...	35	Pay Department,	
Garrison Artillery ...	2,204	Army Nurs'g Service	89	Rifle Ranges, Rifle	61
Engineers ...	811	Army Vet'ny. Corps	15	Clubs, Officers, etc.	
Infantry ...	11,635	Ordnance Department			
Intelligence Corps	53	(including Arma-			
Corps of Signallers	259	ment Artificers)...	151	Grand Total ...	23,361

(v.) *Classification of Land Forces.* The following table shews the classification and strength of the land forces in each State, including rifle clubs and cadets, on the 30th June, 1909 :—

CLASSIFICATION OF LAND FORCES, 1909.

Branch of Service.	Central Adm'n.	New South Wales.	Victoria.	Q'land.	South Aust.	West'n Aust.	Tas.	Total.
Permanently employed ...	26	517	440	262	70	77	56	1,448
Militia ...	4	5,371	5,133	2,832	1,383	979	1,117	16,819
Volunteers ...	—	2,014	1,096	130	551	606	697	5,094
Rifle Clubs ...	—	14,500	22,921	7,062	4,944	5,070	1,450	55,947
Cadets ...	—	8,658	10,974	5,093	2,822	2,979	1,662	32,188
Unattached List of Officers	—	48	107	61	31	21	39	307
Reserve of Officers	—	145	196	141	47	22	20	571
Chaplains ...	—	34	32	14	6	18	13	117
Grand total ...	30	31,287	40,899	15,595	9,854	9,772	5,054	112,491

§ 2. Naval Defence.

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

2. **The Naval Agreement with the British Government.**—(i.) *The Original Compact.* The naval defence of Australasia and its trade 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 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.¹ 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.

(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

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 135° 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.

be officered by Royal Navy and R.N. Reserve officers. Eight nominations for cadet-ships 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. By a subsequent arrangement the strength of the squadron was established at one first-class armoured cruiser, three second-class cruisers, and five third-class cruisers. Three sloops were recalled as having no war value, but usually one is on the station surveying.

3. The Naval Defence of Federated Australia.—One of the reasons most frequently urged in favour of a federated Australia, was the need for adequate defence. Accordingly, since the consummation of federation, the complete assumption of every branch of defence has been undertaken. Land defences have been unified and systematised, and Australia has now declared herself ready to take full responsibility for the defence of her ports and dockyards, and for safeguarding her coastal trade. The floating trade of the Commonwealth amounts to £160,000,000 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 sea 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. Against this, it was urged, that the British fleets would guarantee Australia against invasion in force, and any attack would result in losses of only a secondary importance. But even such comparatively slight damage as would be likely, seeing that it could have little or no effect on the ultimate issue of the war, would be of serious consequence to Australia. It has, therefore, been decided that Australia shall possess her own navy, with such naval war material as will permit the principal lines of sea communication to be kept open; or, if not, ensure her ports being fully defended.

The Commonwealth Government has therefore started the building of an Australian navy, and in March, 1909, contracted with Messrs. Denny Brothers and the Fairfield Shipbuilding and Engineering Co. Ltd. for the construction of two torpedo boat destroyers, to cost £81,500 each; one vessel to be delivered in fourteen months, the other in fifteen months from the date of signing the contract. A third vessel of the same kind, to be ready for shipment in twelve months, is also to be delivered in Australia in sections, at a cost of £72,500, for local completion.

In connection with the construction of these vessels, eight selected Australian workmen, were sent to be trained in the yards of the successful tenderers.

(i.) *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 by an officer who, as Director of Naval Forces, is appointed to deal with the training of the *personnel*, and the condition of the *material*, of naval forces and works.

The following table shews the strength of Commonwealth naval forces on 30th June, 1909:—

STRENGTH OF COMMONWEALTH NAVAL FORCES, 1909.

Branch of Service.		N.S.W.	Victoria.	Q'land.	S. Aust.	Tas.	Total.
Permanently Employed	...	5	124	65	48	—	242
Partially-paid	...	292	233	322	180	12	989
Total	...	297	357	387	178	12	1,231

In addition to the above there were naval volunteer cadets numbering 200 in New South Wales, 245 in Victoria, 147 in Queensland, and 155 in South Australia—a total of 747.

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

COMMONWEALTH NAVAL FORCES, VESSELS, 1909.

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> ...	"
First-class torpedo boat ...	<i>Courtesy of Hopetoun</i> ...	Victoria
" " " ...	<i>Childers</i> ...	"
Second-class torpedo boat ...	<i>Nepean</i> ...	"
" " " ...	<i>Lonsdale</i> ...	"
" " " ...	<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, 1904-5 to 1909-10.**—The following table gives the expenditure of the Department of Defence from 1904-5 to 1908-9, and the estimate for 1909-10:—

EXPENDITURE ON DEFENCE, 1904-5 to 1909-10.

Branch or Department.	1904-5.	1905-6.	1906-7.	1907-8.	1908-9.	1909-10 Estimate
	£	£	£	£		
Central Administration ...	20,716	18,832	19,246	21,913	23,884	27,728
Naval Forces ...	43,370	45,753	50,200	54,069	59,250	68,543
Military Forces ...	490,731	500,379	535,182	577,490	623,372	888,316
Royal Reception ...	...	...	...	...	...	...
Rent, Repairs, and Maintenance ...	23,923	29,721	27,378	32,014	31,817	38,889
Additions and New Works ...	26,213	33,556	35,171	46,668	53,965	129,335
Defence Arms, Equipment, &c. ...	174,046	138,077	159,988	143,950	47,206	199,150
Audit Office ...	789	765	810	817	866	1,013
Pensions and Retiring Allowances ...	712	907	974	974	1,017	840
Supervision of Public Works by State Officers ...	740	659	521	700	822	1,820
Naval Agreement ...	153,358	200,025	200,000	200,000	200,000	200,000
Miscellaneous "Other" ...	...	1,671	6,325	5,849	8,291	19,475
Total ...	934,598	970,345	1,035,795	*1,084,744	1,050,590	1,575,109

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

Included in the miscellaneous "other" expenditure in this table, items which appear for the first time are, Australian Intelligence Corps, £512, and grants to cadets, £166, in 1908-9; Australian Intelligence Corps, £2775; grants to cadets, £500; chemical advisor—salaries and contingencies, £1752; cordite factory—salaries and contingencies, £1647, in 1909-10.

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 ...	1908-9	27,459,000	32,319,000	59,778,000	26 10
Germany ...	1909	40,676,000	20,427,000	61,103,000	19 2
France ...	1909	31,994,000	13,353,000	45,348,000	23 0
Italy ...	1908-9	11,028,000	5,676,000	16,704,000	9 9
Austria-Hungary ...	1909	13,535,000	2,643,000	16,178,000	6 6
Switzerland ...	1909	1,607,000	—	1,607,000	8 11
Russia ...	1908	44,941,000	9,186,000	54,127,000	8 8
Spain ...	1909	6,319,000	1,951,000	8,270,000	8 4
Norway ...	1908-9	760,000	287,000	1,047,000	8 11
Sweden ...	1909	2,700,000	1,050,000	3,750,000	13 9
Denmark ...	1909-10	736,000	461,000	1,197,000	8 11
Holland ...	1909	2,290,000	1,645,000	3,935,000	13 4
Belgium ...	1909	2,327,000	—	2,327,000	6 5
United States ...	1909-10	26,667,000	26,041,000	52,708,000	11 10
Canada ...	1906-7	1,200,000	—	1,200,000	4 0
Japan ...	1909-10	8,971,000	7,325,000	16,296,000	6 8
Australia ...	1909-10	1,306,566	268,543	1,575,109	7 3

§ 4. The Training of Officers, etc.

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 having been exchanged each year since 1906. At the same time the practice which has existed for some years of sending officers and non-commissioned officers to England for instruction has been continued, and this year two officers and four non-commissioned officers of the permanent forces will be sent. In addition, in 1908, four officers of the militia forces were sent to India for instruction. Similar arrangements are being made to send five this year.

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. The strength on the 30th June, 1909, was as shewn below.

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, the strength on the 30th June, 1909, being as shewn below.

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.

The strength of the Commonwealth cadets, school, senior, and mounted, was on 30th June, 1909, as follows:—

STRENGTH OF COMMONWEALTH CADETS, 1909.

—	N.S.W.	Victoria.	Q'land.	S.A.	W.A.	Tas.	Total.
Senior cadets ...	2,380	3,273	1,002	591	545	313	8,104
Mounted cadets ...	85	144	106	...	68	35	438
Cadets ...	6,193	7,557	3,985	2,231	2,366	1,314	23,646
Total ...	8,658	10,974	5,093	2,822	2,979	1,662	32,188

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. The number enrolled is shewn on page 1054.

5. **Boys' Brigades.**—In addition, boys' naval brigades and boys' (military) infantry corps have been instituted in connection with various societies. These have not come under direct Governmental control, and it is not intended that they should do so. But, while remaining unofficial, they are given a grant of 7s. 6d. a head for efficient, between twelve and sixteen years of age, who are properly uniformed, and receive instruction in physical drill, squad and company drill, knotting and lashing, and semaphore signalling. The idea of the originators of the movement is 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. **Scouts.**—Similar in intention is the "Boy-scout" movement. This organisation, instituted in England, extended to Australia in 1907, and has since spread rapidly, centres having been formed in the leading towns and in many country districts. Healthy and interesting instruction is given to the boys, and matters are taught that assist them in their private life, and are at the same time, useful as war training. Principal among these are:—First aid to the injured, cultivating powers of observation and tracking, visual signalling, knotting and splicing, hut and bridge building, compass reading and map drawing, hygiene. Out-door life is encouraged, and bivouacs and camps are frequently held. Patriotism and comradeship are inculcated, and the use of intoxicants and narcotics prohibited. The movement is practically self-supporting. The "Girl-aid" movement has also been inaugurated, with the intention of giving girls training in discipline and the duties of camp life. These include first aid and nursing, simple camp cooking, signalling and telephoning, and hygiene.

§ 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 between 14 and 19 not attending school. 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.

An exhaustive body of regulations has been drawn up under the authority of the Act, and the details of service and duties of members of the forces are set out therein. These, having been notified in the *Government Gazette*, have the force of law.

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 Imperial 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, generally 12 days or equivalent. In the case of specialist corps the efficiency requirements are greater. 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 1908-9 is shewn in the accompanying tables :—

ATTENDANCE OF MILITIA AND VOLUNTEER FORCES AT CAMPS OF CONTINUOUS TRAINING, 1908-9.

Arm.	Establishment as per Estimates.	Actual Strength at date of Camp.	Actual Number in Camp.	Percentage of Attendance in Camp to Strength.
MILITIA—				
Command Staffs ...	58	48	47	98
Light Horse ...	5,712	5,386	4,551	84
Field Artillery ...	1,379	1,289	1,186	92
Garrison Artillery ...	1,583	1,507	1,331	88
Engineers ...	806	714	667	93
Infantry—Militia... ..	6,987	6,773	6,069	90
Intelligence Corps ...	68	47	37	79
Corps of Signallers ...	284	270	253	94
Army Service Corps ...	285	278	254	91
Army Medical Corps ...	759	630	544	86
Army Veterinary Corps ...	15	11	11	100
Total Militia ...	17,936	16,953	14,950	88
VOLUNTEERS—				
Infantry... ..	5,539	4,908	2,669	54
Automobile Corps ...	32	32	17	53
Total Volunteers ...	5,571	4,940	2,686	54
Grand total ...	23,507	21,893	17,636	81

The numbers classed as “efficient” for the year 1908-9 were as follows :—

EFFICIENTS (MILITIA AND VOLUNTEER FORCES), 30th JUNE, 1909.

Force.	Strength on 30th June, 1909.	Efficients.	Percentage of Efficients to Strength.	Non-Efficients.
Militia	16,621	14,314	86	2,307
Volunteers	4,923	4,072	83	851
Total	21,544	18,386	85	3,158

2. **The Defence Act of 1909.**—The principal provision of this Act is the addition of enactments relating to universal obligation in respect of naval and military training; exemptions from personal service; registration and enrolment for naval and military training; and establishment of a military college. Authority is provided for the establishment and maintenance of factories for the manufacture of naval and military equipment and uniforms; and for the employment of persons in a civil capacity for any purpose in connection with the Defence Force, or in any factory established under the Act. Owners of horses, vehicles, etc., which may be impressed for defence purposes, may be required to register them periodically, and any land may be entered under proper authority. Intoxicating and spirituous liquors are forbidden in camps and canteens. The provisions of the Act regarding periods of universal training are set out below (page 1063). Heavy penalties may be exacted from persons who evade service, and from employers who prevent employees from serving. Exemptions from training in time of peace are permitted to those medically unfit; to those not substantially of European origin or descent (except duties of a non-combatant nature), to school teachers qualified as naval or military instructors, or who are officers of cadets; to members of permanent forces. Specified areas may be exempted. Registration of all liable to serve is prescribed. A Military College under a director and staff is to be established, and instruction is to be given by its graduates to the citizen forces.

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 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) as at 31st December, 1909, is estimated at 287,000. That of males at the best period for military service, taken as those between 18 and 35, 659,000; and between 35 and 60, 568,000 males. The figures in more detail are as follows:—

ESTIMATED MALE POPULATION AT CERTAIN AGES, 31st DECEMBER, 1909.

Age.	Estimated Male Population.	Age.	Estimated Male Population.	Age.	Estimated Male Population.
12 and under 13 ...	52,000	18 and under 19 ...	42,000	35 and under 40 ...	178,000
13 " 14 ...	50,000	19 " 20 ...	42,000	40 " 45 ...	147,000
14 " 15 ...	49,000	20 " 21 ...	41,000	45 " 60 ...	243,000
15 " 16 ...	47,000	21 " 25 ...	163,000		
16 " 17 ...	47,000	25 " 30 ...	189,000		
17 " 18 ...	42,000	30 " 35 ...	182,000	Total, 35 to 60 ...	568,000
Total, 12 to 17 ...	287,000	Total, 18 to 34 ...	659,000	Total, 12 and under 60 ...	1,514,000

2. **Defence Policy.**—A new departure in defence policy was made in Australia in December, 1907. The leading points of this scheme are given in Commonwealth Year Book No. 2, pp. 1093-1096. Under it, Australia, in common with the whole Empire, would still be dependent on the Imperial Navy for her first line of defence; but instead of the naval subsidy (see 1053 *ante*) a naval force, Australian in character, would be raised. This would be under the entire control of the Commonwealth, but in war time, the Government would probably transfer the command of the fleet to the British Admiral on the Australian station. For local defence, it was proposed to build submarines and torpedo boat (coastal) destroyers, to remain absolutely under Australian control, and to instal additional lights and armaments for the shore forts. For land defences, a system of training was proposed, whereby every young man should serve a minimum of sixteen days per annum in the National Guard, during his nineteenth, twentieth and twenty-first years, continuous and practical instruction being imparted in local camps. Shorter annual camps were to be attended by those who had completed the three years' training. Service in the National Guard was to be compulsory, and ordinarily, no pay would be given; but in special corps a reasonable allowance would be made for the necessary longer training. Uniform, accoutrements, etc., were to be simple and locally manufactured. The cost of the new system would not be much greater than that of the existing militia system. The estimated establishment would be 83,000, always in training, supplemented each year by about 30,000, an equal number passing to the reserve. Cadets and rifle clubs were also to be encouraged. A bill to give effect to part of this scheme was introduced in the House of Representatives in September 1908, but did not become law before the Government went out of office.

The policy of the succeeding Ministry (Prime Minister, the Honourable Andrew Fisher, M.P.) was, as to the leading details, similar to that already outlined. The question of the defence of the Commonwealth as an integral part of the British Empire was very closely considered. As a contribution towards Imperial naval defence, and for the more effective coastal defence of Australia, engagements were entered into for the building of three torpedo boat destroyers, and a policy of naval construction for the building in Australia of similar vessels, and for the training of crews to man them, was put forward. It was hoped that by the establishment of the nucleus of an Australian navy, acting in conjunction with the ships of the Imperial squadron, the Australian people would be encouraged to develop those maritime instincts which would be the best guarantee of effective assistance in maintaining the sea power of the Empire and the safety of the Commonwealth.

A measure providing for a citizen's defence force was also introduced. An invitation to send representatives to England to an Imperial naval and military defence conference, which had been suggested by the Australian and Canadian Governments, was accepted. The Government went out of office before its proposals were accepted; not, however, before the building of the Australian navy had been begun by the signing of a contract with a British firm for the construction of the three destroyers already mentioned. The despatch of skilled artisans to watch the construction of the vessels, thus acquiring experience for use in the building of the remaining portion of the torpedo fleet, was also authorised. A proposal to present a *Dreadnought* to the Imperial Government, originally made in the daily press, was not acted upon by the Ministry, whose declared policy was rather to develop an Australian navy, and in that way aid the home authorities. The importance of early training in discipline was recognised in the summoning by the Defence Minister of a conference of State educational experts, who met the experts of the Defence Department, and concerted a scheme for the organisation and instruction of cadets. A second conference was held in March, 1910.

The Deakin-Cook Ministry (Prime Minister, The Honourable Alfred Deakin, M.P.) continued, in the main, the policy of its predecessors, principally in regard to the establishment and maintenance of an Australian navy, and in augmenting and strengthening the land defences. It differed, however, in regard to the *Dreadnought* proposal, and in June, 1909, cabled to the British Government an offer of a *Dreadnought* or its

equivalent. A member of the Ministry, accompanied by naval and military expert advisers, attended the Imperial Defence Conference in London. The principal object of his mission, as declared by the Honourable the Minister of Defence in his second reading speech on the Defence Bill (21st September, 1909), was to concert with the other representatives as to the best measures to be taken to meet a common menace, particularly in the Pacific, where there must always be an outlet for Australian trade. The position was accepted that the burden of defence must in future be borne, not by part, but by the whole of the Empire, and therefore Australian plans and preparations must have the safety of the whole in view. As a fuller Imperial partnership is indispensable to the future security of the Imperial fabric, so a definite place in the Pacific must be allotted to Australia, as to other members of the Empire. It was agreed that Australia should provide an armoured cruiser of the *Indomitable* class, three unarmoured cruisers of the *Bristol* class, six destroyers of the improved "River" class, and three submarines; also for the necessary auxiliaries, such as docks and dépôt ships, for this fleet, which is to form a complete naval unit, and is to be one of the three divisions of the Eastern fleet. The British Government may provide an addition to this fleet. The cost of construction at English prices will be about £3,750,000, and the estimated annual cost about £750,000, of which the Imperial Government will contribute £250,000.

The three destroyers now in hand will form the first instalment of the unit to arrive here. The first was launched at Govan-on-the-Clyde, on 9th February, 1910; the second at Dumbarton on 9th April following. The vessels are named after Australian rivers, those launched having been christened *Parramatta* and *Yarra*; the *Warrego* will be shipped to Sydney in parts, there to be put together. These destroyers are each of 700 tons displacement, with a length of 245 feet; beam of 24 feet 3 inches; draft, 8 feet 11 inches; depth, 14 feet 9 inches. They have turbines, water-tube boilers and oil fuel, and have a legend speed of 26 knots. The armament consists of one 4-inch 30-pounder, three 12-pounders, and three 18-inch deck discharge tubes for torpedoes. The radius of action at cruising speed is 2500 miles. The complement is 66 officers and men. It is intended to build the other three destroyers in Australia. The present annual naval subsidy (£200,000) will cease as soon as the larger obligation is taken over. While on the Australian station the ships will be under the exclusive control of the Commonwealth, both as regards movements and general administration, in time of peace. The *personnel* will be subject to the King's regulations, and under naval discipline, with standards of efficiency, and opportunities for advancement, as in the Royal Navy. The unit will pass under Imperial control whenever required for war purposes. It is to be manned as far as possible by Australians, supplemented by Imperial officers and men. A considerable number of the former are available, viz.—(a) those of the present permanent and naval forces, (b) those in training with sections of the British fleet, (c) members of the Australian branch of the Royal Naval Reserve, (d) members of the Citizen naval forces, and (e) Senior naval cadets—a total of over 3000. A naval college will be required, where the necessary instruction can be imparted. It is intended that there shall be interchangeability of officers and men, and also of ships. The British Admiralty invited tenders for the Australian *Indomitable* in January, 1910.

The land defence policy enunciated was founded upon the principle of universal training, commenced in youth, and continued towards manhood. As a result of the visit of Lord Kitchener to Australia (see *infra* p. 1065), some modifications will be made. The leading features proposed by the Government are as follow:—The existing militia would be continued, equipped and made fully ready to march, as a first or striking line, and recruited from the reserves of the young manhood of Australia, compulsorily trained up to the age of twenty. A second line to be created, composed of trainees who have gone through compulsory training for four or five years, officered with militia officers and sergeants of the present force, would keep the militia up to its full strength as at present. Under these proposals there would be a first line field force consisting of the existing militia, but increased to war strength, and with much improved organisation. The "volunteer" system would be terminated, and its members converted into militiamen.

A third line would be composed of men who are not required for the completion of the militia, and who, when they have undergone their compulsory training, would pass into the general reserve. Out of this general reserve the first and second lines would be completed, and the second and third lines, like the first line, would be organised in units and have their personal equipment with them ready for any emergency. It was proposed to begin with the cadets at twelve years of age, training them chiefly by way of physical exercises, with simple marching drill, and perhaps miniature rifle shooting, but not organised in any military sense. From fourteen to eighteen they would undergo more advanced military training, being organised uniformly in battalions with officers and non-commissioned officers, and receiving elementary military training and rifle shooting practice. This six years' training would have given the cadets a thorough drilling and setting up, making them fit for higher and combined field training. They will accordingly be organised in brigades, and compulsorily trained in camp and field work for another two years, drilling with the militia and attending eight days in detached drills, and eight days in camp. For the latter duty they will be paid reasonable rates. From twenty to twenty-six, they would form a reserve, at the latter age passing into the rifle clubs but still organised in units as reserves for war, with arms and equipment provided. The compulsory training may be thus summarised:—From twelve to fourteen years of age, physical training, 120 hours a year; from fourteen to eighteen, military training, sixteen days a year; from eighteen to twenty, camp and field training (in eight-day camps); leading to militia force of 29,000, to be recruited one-third each year from twenty-year old trainees. At such time as the scheme should have reached its full completion, that is, in eight years from the time of its commencement, the army will consist of:—Adults undergoing compulsory training between eighteen and twenty, 37,000; existing establishment of militia, 29,000; trained reserve, 80,000; rifle club members over twenty-six, 60,000; or a total of 206,000 well drilled and thoroughly trained men. In case of necessity, an expeditionary force would be ready for immediate despatch oversea or elsewhere, whenever the Government of the day might feel themselves under an obligation to send such a force.

Recognising that the success of a national scheme of defence and discipline must rest upon the efficient training of a sufficient number of officers chosen for their natural aptitudes and capacity to command, the establishment of a military college, a school of musketry, and a primary naval college was projected. The necessity of an efficient general staff was also recognised, and an Australian section of the Imperial general staff set up.

Provision for local supplies of small arms and ammunition is being pressed forward, in order to diminish dependence of the Commonwealth upon consignments from oversea. Tenders for an ammunition factory, and also for a small arms factory, have been accepted, and a contract has been entered into with an oversea (American) firm for the manufacture of the Commonwealth Small Arms factory plant. Early in 1910 an expert from the contractors arrived in Australia, for the purpose of assisting in laying out the Commonwealth factory, and superintending the erection of the machinery as it arrives from the United States. In the estimates for 1909-10, provision is made for the first time, towards the establishment of a cordite factory, and a chemical adviser has been appointed to direct the manufacture, etc., of explosives.

The scheme for the establishment of a military college has been completed, and a commandant appointed. It is intended that the college shall afford a permanent centre for the higher military training of officers and a travelling staff of instructors, who will, in each State, bring the whole of the citizen forces up to a satisfactory standard of efficiency. Not only is the training of young officers contemplated, but the college will provide "refresher" courses for commanding officers, fortress commanders, and other senior officers, and special attention will be given to non-commissioned instructional staff officers and to the preparation of candidates for the Imperial Staff College. The greatest importance is attached to the organisation and equipment of the college.

Since it is to be the "brains of the new army," the college staff is required to conform to the highest standard. The organisation of the school of musketry is also being expedited. The following tables give a general view of the Deakin-Cook Government's scheme:—

TABLE SHEWING THE ORGANISATION OF THE MILITARY FORCES.

Particulars.	Establishments.				
	Provided by Parliament.	Peace.	Wanting to Complete to Peace.	War.	Wanting to Complete to War.
Field Force—					
Five light horse brigades ...	5,150.	5,813	663	10,955	5,142
Two infantry brigades ...	5,248	5,261	40	11,213	5,952
Four mixed brigades ...	4,383	4,886	507	10,038	5,152
Total field force ...	14,781	15,960	1,210	32,206	16,246
Garrison troops ...	9,466	9,530	307	15,803	6,273
Unallotted troops ...	1,096	1,133	37	1,243	110
Grand total ...	25,343*	26,623	1,554	49,252	22,629

* Includes 274 provided for but not included in establishments.

The above table shows that, out of an approved organisation of 26,623 officers and soldiers, funds are annually provided for 25,343, being 1554 less than are required to complete the organisation in peace. The number provided by Parliament are actually in training, and are nearly complete in officers and N.C.O.'s. In time of war there would be required 22,629, mostly rank and file, to complete the organisation.

The following table shews a general outline of the training proposed:—

PROPOSED MILITARY TRAINING UNDER DEFENCE ACT, 1909.

Class.	Approximate Numbers.	Class and Length of Training.	Nature of Training, Organisation, etc.
Junior cadets, 12 to 14 years	40,000	Compulsory. 120 hours annually	Physical training and miniature rifle shooting. To be carried out by the schools
Senior cadets, 14 to 18 years	75,000	Compulsory. Equivalent of 16 days annually	Organised uniformly in battalions, with officers and N.C.O.'s. Elementary military training and range shooting up to 500 yards
Adult training, 18 to 20 years	37,000	Compulsory. Equivalent of 16 days annually. (Scientific corps, 25 days)	Organised and trained in the various arms in complete fighting units, with officers and N.C.O.'s. Eight days in detached drills without pay; remainder in camp with pay at 3s. per day in 19th year; 4s. in 20th
Adult training, over 20 years	27,000	Voluntary enlistment	Existing citizen forces organised as at present, and all paid as Militia
	2,000	" "	Officers and sergeants for the second line, paid as militia
Adult reserves, 20 to 26 years	80,000	Compulsory. Training only in war	One registration or attendance at muster-parade annually. Organised in arms and units
Rifle clubs, over 26 years	60,000	Voluntary. Conditions similar to the present	Improved musketry training. Organised as the last class

Compulsory training will only be required of those who will not attain the age of 18 years or more in the year in which the Act commences.

(i.) *Proposed Organisation.* It is proposed to make the existing volunteer units militia. The whole of the military forces then available, and those in training under the Act, will be organised as follows:—

ORGANISATION AND STRENGTH OF MILITARY FORCES UNDER DEFENCE ACT, 1909.

Particulars.	First Line.		Second Line.
	Field Force.	Garrisons.	Field Force.
Permanent and militia troops ...	17,000	10,000	2,000
2nd year men under compulsory training ...	15,500	3,000	...
1st year men under compulsory training ...	...	3,000	15,500
	32,500*	16,000*	17,500†
Third Line.	Reserves.	—	
Members of rifle clubs ...	60,000	Excluding those under 26 years Number available after operation of scheme for eight years	
Men, 20 to 26 years of age (after completion of compulsory training)	80,000‡		

Total, first and second lines, 66,000; total, third line, 140,000;|| grand total, 206,000.

* At war establishments, total 48,500. † At peace establishments. ‡ Excluding those still serving in permanent and militia forces. || Portion of these will complete second line to war establishments.

(ii.) *Estimated Cost of the Scheme.* The expenditure under the scheme is shewn under main headings in the following tables:—

ESTIMATED MILITARY EXPENDITURE UNDER DEFENCE ACT, 1909.

Particulars.	Years.				
	1910-11.	1911-12.	1912-13.	1913-14.	1914-15.
	Preparatory Year.	1st Year Cadets.	2nd Year Cadets: 1st Year Adults.	3rd Year Cadets: 2nd Year Adults.	All subsequent Years.
	£	£	£	£	£
Existing organisation, including permanent and citizen troops and rifle clubs, but not including cadets ...	1,166,000	1,142,000	1,157,000	1,162,000	1,167,000
Cadet organisation—Juniors ...	40,000	25,000	25,000	25,000	25,000
—Seniors ...	201,000	136,000	136,000	136,000	136,000
Adult compulsory training ...	...	226,000	309,000	397,000	414,000
Total ...	1,407,000	1,529,000	1,627,000	1,720,000	1,742,000
ANALYSIS.					
Military expenditure, 1909-10, less cadets, special defence material, and new special defence provision ...	875,000	875,000	875,000	875,000	875,000
Fixed defences ...	60,000	60,000	60,000	60,000	60,000
Artillery—guns and waggons ...	60,000	60,000	60,000	60,000	60,000
Arms ...	...	106,000	106,000	106,000	106,000
Ammunition ...	30,000	60,000	78,000	92,000	92,000
General equipment ...	62,000	88,000	88,000	88,000	88,000
Uniforms for new organisations	86,000	110,000	110,000	110,000	110,000
Personnel—					
Additional artillery ...	...	5,000	10,000	15,000	20,000
Other militia ...	77,000	77,000	77,000	92,000	104,000
Pay of compulsory trained men	...	...	22,000	51,000	51,000
Miscellaneous, including additional camp expenses, schools, ranges, rents, and allowances	48,000	48,000	91,000	121,000	126,000
Rifle clubs—Increase ...	...	15,000	25,000	25,000	25,000
Junior cadets—Training ...	40,000	25,000	25,000	25,000	25,000
Existing senior cadets ...	25,000	...	...	...	...
Completion of cordite factory ...	44,000	...	...	...	...
Total ...	1,407,000	1,529,000	1,627,000	1,720,000	1,742,000
The Ewing Scheme ...	1,097,000	1,021,000	1,074,000	*	*
The Pearce Scheme ...	1,039,000	1,182,000	1,200,000	1,248,000	1,300,000

* Not published.

3. Visit and Report of Viscount Kitchener.—The services of Field-Marshal Lord Kitchener were obtained to report upon the land defences of Australia. In December, 1909, and in January and February, 1910, an inspection of *personnel* and *materiel* was made, and on 12th February, 1910, a report submitted. A scheme was propounded in conformity with the Defence Act of 1909, giving, however, a somewhat new aspect to the Act and consolidating its aims.

The trend and purport of the published report are as follows:—

The material in the young manhood of Australia is satisfactory when training and organisation shall have become adequate, but at present the numbers, training, and organisation are inadequate for defence purposes, bearing in mind all the circumstances. Compulsory training for a period, with an unstated amount of voluntary service added, will, it is held, ensure readiness for emergencies, the number proposed under the Defence Act being sufficient, provided that the forces are efficiently trained, organised, and equipped.

The provision of a military force adequate to ensure local safety and public confidence at a time of attempted invasion is regarded as a paramount duty, and the home defence forces of Australia, it is proposed, should be determined on lines similar to those recently adopted in Great Britain.

The estimated strength of the land forces necessary to do this—consideration being given to the great ocean distances which lie between Australia and the territory of any possible enemies, the armed strength and power of transportation oversea of any conceivably hostile nation, and the extent of territory of the Australian Commonwealth, contrasted with its comparatively small population—is estimated at 80,000, half to secure the larger cities and defended ports from attack, the other moiety to operate as a mobile striking force anywhere in Australia.

These forces should be enrolled, organised, and trained on the principle embodied in the Defence Act 1909, viz., the compulsory training of every citizen for national defence. The proposed organisation is—

- 21 brigades of 4 battalions each—84 battalions of infantry ;
- 28 regiments of light horse ;
- 49 four-gun field batteries, and
- 7 four-gun heavy and howitzer batteries, the whole totalling 224 guns ;
- 7 communication companies, and 14 field companies of engineers ;
- with departmental troops in proportion.

Peace and war establishments of infantry, light horse, and artillery are—

Infantry battalion—Peace establishment	750	war establishment	1030
Light horse regiment	350	“	499
Artillery battery	130	“	151

The peace establishment would be found from the 80,000 trained soldiers, and the augmentation to war establishment would be provided by the addition of the recruits and the 25-26 year men. For the latter, in peace time, a muster parade would suffice.

There is an augmentation of the training required by law as enacted by the Defence Act 1909. The annual periods, over and above home training, are:—

- For junior cadets, 12 to 14 years—120 hours.
- For senior cadets, 14 to 18 years—equivalent to 16 days.
- Recruit training, 18 to 19 years—16 days, 8 of them in camp.
- Trained soldiers, 19 to 20 years—16 days, 8 in camp.
- Trained soldiers, 20 to 25 years—6 days in camp.
- Trained soldiers, 25 to 26 years—muster parade only.

Thereafter, the trained soldiers would pass to the reserve.

On this basis the yearly quotas enrolled in the citizen force would be :—

PROPOSED YEARLY QUOTAS IN THE CITIZEN ARMY.*

Ages.	Infantry.	Light Horse.	Artillery.	Total.	Engineers & Departm'ts.
18-19 years (recruits) ...	12,500	1,950	1,450	15,900	1,175
19-20 years ...	11,800	1,850	1,370	15,020	1,125
20-21 years ...	11,200	1,750	1,320	14,270	1,075
21-22 years ...	10,700	1,650	1,240	13,590	1,025
22-23 years ...	10,200	1,600	1,190	12,990	975
23-24 years ...	9,800	1,500	1,130	12,430	925
24-25 years ...	9,300	1,450	1,050	11,800	875
Total, 19-25 (trained soldiers)	63,000	9,800	7,300	80,100	6,000
25-26 years (for muster parade)	9,200	1,400	1,000	11,600	850

The reasons for the extension of the periods prescribed in the recent Defence Acts are—(a) The cadet training is valuable as a preparation, but it cannot replace recruit training. Therefore the 18-19 year men should be classed as recruits. (b) Soldiers to be efficient should be exercised in camp annually.

Division of the Commonwealth into 215 areas, varying in extent according to density of population, is proposed, each under command of a permanent instructional officer, assisted by one or two non-commissioned officers, and each providing a definite proportion of a fighting unit. The areas are to be combined to form one group, under the supervision of a superior instructional officer. These officers, together with those required for permanent troops, district staffs, and central administration, would form a staff corps ultimately to be drawn from the military college. They should be sent abroad for study, and also attached to other land forces of the British Empire. The citizen officers are to be specially trained in imparting instruction and in the leadership of men. Acceptance of a commission entails a liability to serve as an officer for at least twelve years, but does not interfere with free movement from place to place in Australia, nor with the privilege of leave on private affairs to visit overseas countries. All promotions are to be from the ranks, and citizen officers are to be young men. To instruction in camps and classes is to be added a correspondence system, and a military magazine, edited and published by the headquarters staff, is to be circulated free. The citizen non-commissioned officers are to be specially chosen from those serving in the ranks, and the most promising are to receive special technical training. Pay and privileges are to be superior to those of the soldier, since the N.C.O. would be carrying out more than the minimum legal requirement of service. The Australian citizen soldier experiences much of military value in the everyday conditions of his civil life. He is generally a good rider, active, lithe, and intelligent. With cadet training in shooting and the rudiments of drill, he would pass through the recruit stage, and during six years would serve annually the periods already set out, as an efficient and fully trained soldier, thereafter passing to the reserve.

Training of the citizen soldier is to consist in "home" training under the staff corps in the vicinity of the men's homes; and camp training with neighbouring troops in concentration camps at some convenient place in the vicinity.

* In this table an annual wastage of 5 per cent. is allowed for mortality, medical unfitness, absence, and other casualties.

The retention of the position of Inspector-General is recommended, and his duties allotted.

The citizen force should, it is thought, be kept quite outside party politics, and a citizen officer elected to Parliament should be at once seconded.

The training of the new citizen troops would cost as follows:—

COST OF TRAINING UNDER PROPOSED SCHEME.

Pay and horse allowance	...	...	...	£276,000
Rations during continuous training	...	...	...	83,000
Forage during continuous training	...	...	...	15,000
Transport of troops	...	...	...	78,000
Clothing, service pattern only	...	...	...	100,000
Horse hire and local transport	...	...	...	25,000
Miscellaneous	...	...	...	15,000
Total	...	...	...	<u>£547,000</u>

The annual total cost is very close to that estimated for the fourth year of the Government scheme, except that with increased training more gun and small arm ammunition will be required. An addition of £44,000 is therefore made to that estimate. A summary of the cost in the seventh year of the proposed scheme is given hereunder:—

SUMMARY OF ANNUAL COST IN SEVENTH YEAR OF PROPOSED SCHEME.

Staff corps	...	...	...	£142,000
Permanent services	...	...	...	234,000
New Citizen Troops—				
Pay, allowances, and camp expenditure	...	...	...	547,000
New military college	...	...	...	15,000
Home instruction of the citizen officers	...	...	...	4,000
Compulsory Cadet Training—				
Jun. and sen. organisations, including all stores required	...	...	...	161,000
Reserves—				
Members of rifle clubs, etc.	...	...	...	126,000
Fixed defences, material only	...	...	...	40,000
Mobile Armament—				
Field artillery and machine guns, with vehicles, harness, and all stores	...	...	...	60,000
Small arms	...	...	...	85,000
Ammunition—gun and small-arm	...	...	...	136,000
General equipment	...	...	...	84,000
New works and buildings, rent, repairs, and maintenance	...	...	...	150,000
Miscellaneous	...	...	...	100,000
Total	...	...	...	<u>£1,884,000</u>

Railway construction, while developing the country, has resulted in lines apparently more favourable to an invading enemy than to the defence. The different gauges and lack of systematic interior connection render present railways of little use for defence. It is advised that a war railway council be formed, composed of the Chief Railway Commissioner in each State, under the presidency of the Quartermaster-General of the citizen forces, to secure co-operation with the military authorities in concentration and mobilisation.

Lord Kitchener's report also deals in detail with the mode of enrolment of the citizen forces, registration of all youths, record of changes of residence, and exemptions from service; pay of officers of the staff corps; pay of citizen officers and soldiers during

service; entry and course of instruction at military college and its military and civil staff; the establishment and organisation of units; details of progressive training; plans for mobilisation; and allotment of functions of members of Military Board.

In the transition period, it is considered that a great deal of preparatory work may be done by the appointment of area officers from the existing militia and volunteer officers, and the existing permanent instructional staff. These should be assisted by the staff, warrant, and non-commissioned officers, supplemented by suitable appointments. Thus the completely-trained staff corps officer would find his area mapped out, the registration complete, and the various classes from junior cadets upwards formed. He would then take over a going concern, only requiring the guidance which he, by reason of his thorough military grounding, can give to raise each quota of the national force to the high standard of efficiency demanded by the nation.

§ 8. Relation to the Empire.

During the New Zealand wars many colonists served with the British forces, their service generally being purely as individuals. At the outbreak of the war, the *Victoria*, a steam sloop of 450 tons register, with an armament of seven 32-pounders, and a crew of 95, a large percentage of whom had been in the Royal Navy, was offered by the Government of Victoria to the Imperial authorities for service in the New Zealand waters. The offer was accepted, and the vessel proceeded to Auckland, calling *en route* at Hobart, where she took on board part of the 40th Regiment (Imperial). The *Victoria* was employed continuously in transport and various operations along the coast until the termination of the war. In 1885 a field battery, an infantry battalion, and an ambulance corps, numbering in all 770, with 218 horses, left New South Wales to take part in the Suakin campaign. Lord Wolseley's despatch of 15th June, 1885, reads:—"The result was so satisfactory that I trust the noble and patriotic example set by New South Wales may, should occasion arise, be followed by other colonies."

In 1899 the outbreak of war with the Boers led to the several colonies offering contingents. This service was continued when, on 1st March, 1901, the control of the defence forces passed over to the Commonwealth. Besides the troops officially organised many Australians served as individuals in the campaign. The following table shews the strength of the military contingents sent at various times from Australia to South Africa:—

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

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

Following upon the endowment by the Sydney University of a Chair of Military Science, a curriculum, to extend over a period of three years, commenced in March, 1907. Completion of the course 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.^b 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.

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

STRENGTH OF NEW ZEALAND DEFENCE FORCES, 1909.

HEADQUARTERS AND DISTRICT STAFFS	64	Mounted Rifles	3,754
PERMANENT—		Infantry, Cycle, and Signalling Corps	6,064
Royal N.Z. Artillery (including Electric Light sections) ...	270	Field Ambulance Corps ...	204
VOLUNTEERS—		Garrison Bands ...	146
Field Artillery	383	Battalion Bands	352
Naval and Garrison Artillery ...	1,011		
Engineers	373	Grand total trained ...	12,621

In addition there are the following:—Unattached officers, 151; reserves, 215; medical staff, 165; veterinary staff, 12; defence cadets, 3515; and rifle club members, 3671. The grand total of the defence forces is therefore 20,350.

The following table gives the military expenditure of New Zealand from 1904-5 to 1907-8:—

MILITARY EXPENDITURE, NEW ZEALAND, 1904-5 to 1907-8.

Year	1904-5.	1905-6.	1906-7. ^δ	1907-8.
Expenditure	£241,848	£196,328	£169,359	£200,997

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.