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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 necessaries free, enabled the "militia" system to be introduced about 1883-4. The expenditure was thereby increased, but it was held that the efficiency was enormously greater. With reductions in the rates of pay the system 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.

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	8,893
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 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 (garrison).

The Australian Field Artillery (permanent).

Small detachments of—

Royal Australian Engineers.

Australian Army Medical Corps.

Australian Army Service Corps.

(b) Citizen Forces, comprising

Militia Forces of all arms.

Reserve Forces.

The Royal Australian Artillery Regiment (garrison) 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 1910.

State.	1901. *1/3/01.	1905. 30/6/05.	1906. 30/6/06.	1907. 30/6/07.	1908. 30/6/08.	1909. 30/6/09.	1910. 30/6/10.
Headquarters ...	...	23	21	21	26	30	37
New South Wales ...	9,772	7,450	7,641	7,501	7,665	7,902	7,899
Victoria ...	7,011	5,858	6,146	6,235	6,568	6,669	6,876
Queensland ...	4,310	2,877	3,011	2,979	3,176	3,224	3,202
South Australia ...	2,956	1,842	1,962	1,888	1,935	2,004	2,019
Western Australia ...	2,283	1,235	1,522	1,625	1,611	1,662	1,608
Tasmania ...	2,554	1,214	1,645	1,662	1,650	1,870	1,868
Total ...	28,886	20,499	21,948	21,911	22,631	23,361	23,509

\* 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, 1910, were as follows:—

## ARMS OF THE COMMONWEALTH DEFENCE, 1910.

Militia Staff ...	53	Army Service Corps	305	Administrative and	388
Light Horse ...	5,317	Army Medical Corps	729	Instructional Staff	
Field Artillery ...	1,378	Automobile Corps...	32	Pay Department,	66
Garrison Artillery ...	2,168	Army Nurs'g Service	100	Rifle Ranges, Rifle	
Engineers ...	901	Army Vetnry. Corps	17	Clubs, Officers, etc.	
Infantry ...	11,571	Ordnance Departm't			23,509
Intelligence Corps	63	(including Arma-			
Corps of Signallers	266	ment Artificers) ...	155	Grand Total ...	

(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, 1910:—

## CLASSIFICATION OF LAND FORCES, 1910.

Branch of Service.	Central Adm. Stn.	New South Wales.	Victoria.	Q'land.	South Aust.	West'n Aust.	Tas.	Total.
Permanently employed ...	32	551	435	272	74	97	61	1,522
Militia ...	5	5,402	5,207	2,826	1,428	924	1,138	16,930
Volunteers ...	—	1,946	1,234	104	517	587	669	5,057
Rifle Clubs ...	—	15,300	21,471	7,953	5,380	5,899	1,879	57,882
Cadets ...	—	10,727	11,055	5,271	3,083	3,053	1,637	34,826
Unattached List of Officers	—	56	103	51	28	28	39	305
Reserve of Officers ...	—	142	160	116	50	27	10	505
Chaplains ...	—	36	39	21	11	18	12	137
Grand total ...	37	34,160	39,704	16,614	10,571	10,633	5,445	117,164

## § 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.<sup>1</sup> The first cost of the vessels was paid out of Imperial funds, but the Colonial Governments paid interest on the prime cost at 5 per cent. (up to a maximum of £35,000 per annum), and a sum not exceeding £91,000 for annual maintenance of the vessels, or a total annual contribution of £126,000. In times of emergency or actual war, the cost of commissioning and maintaining the three vessels kept in reserve during peace, was to be borne by the Imperial Government, and, in every respect, the vessels were on the same status as the ships of war of the Sovereign, whether in commission or not. The officers and men of those in commission were subject to a triennial change. The tenth annual contribution, which was payable in advance on 1st March, 1900, apportioned on a population basis, was as follows:—New South Wales, £37,973; Victoria, £32,749; New Zealand, £21,304; Queensland, £13,585; South Australia, £10,439; Western Australia, £4816; Tasmania, £4776.

(ii.) *The Agreement of 1903.* The agreement was not dissolved by the union of six of the contracting colonies, but its renewal, with some alterations, was embodied in the Naval Agreement Act of 1903, the Parliament of New Zealand also assenting. It provided that the force should be made up of one first-class armoured cruiser, two second-class cruisers, four third-class cruisers, four sloops, and a Royal Naval Reserve of 25 officers and 700 seamen and stokers. One of the ships was to be kept in reserve, three to be partly manned for drill purposes for training the Royal Naval Reserve, and the remainder to be kept in commission and fully manned. Australians were, as far as possible, to man the three drill ships and one other vessel, but the vessels were to

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.

be officered by Royal Navy and R.N. Reserve officers. Eight nominations for cadetships were to be given annually in the Commonwealth and two in New Zealand. One half of the annual cost of maintenance was to be borne by the colonies—five-sixths of the half (but not exceeding £200,000) by Australia, and one-sixth (but not exceeding £40,000) by New Zealand. The agreement, like the earlier one, was for ten years. By a subsequent arrangement the strength of the squadron was established at one first-class armoured cruiser, three second-class cruisers, and five third-class cruisers. Three sloops were recalled as having no war value, but usually one has been attached to the station as a survey vessel.

3. **The Naval Defence of Federated Australia.**—(i.) *Assumption of Control by Commonwealth.* One of the reasons most frequently urged in favour of a federated Australia was the need for adequate defence. Accordingly, since the consummation of federation, the Commonwealth has assumed control of every branch of defence. Land defences have been unified and systematised, and it has been said that Australia is now ready to take full responsibility for the defence of her ports and dockyards, and for safeguarding her coastal trade. It may be mentioned that the floating trade of the Commonwealth amounts to £160,000,000 per annum, and its adequate protection involves corresponding naval provision with such naval war material as will permit the principal lines of sea communication being kept open; or, if not, ensuring that Australian ports are fully defended.

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, was 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.

(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 by 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, 1910:—

#### STRENGTH OF COMMONWEALTH NAVAL FORCES, 1910.

Branch of Service.	N.S.W.	Victoria.	Q'land.	S. Aust.	W.A.	Tas.	Total.
Permanently Employed	6	119	64	50	1	...	240
Partially-paid	321	229	297	124	17	13	1001
Cadets ...	200	239	122	205	...	...	766
Total ...	527	587	483	379	18	13	2,007

(iii.) *Harbour Defences.* The vessels for harbour defence obtained by the several colonies prior to federation, and remaining at 30th June, 1910, were:—

**COMMONWEALTH NAVAL FORCES, HARBOUR DEFENCE VESSELS, 1910.**

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>	Victoria
First-class torpedo boat	<i>Countess of Hopetoun</i>	"
"	<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. The Training of Officers, etc.

1. **Instruction and Exchange.**—The former practice of obtaining officers and non-commissioned officers of the Imperial Army to act as instructors for the Australian military forces has been discontinued for some considerable time; but in August, 1906, 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, four officers of the militia forces were sent to India for instruction in 1908, four in 1909, and five in 1910.

### § 4. 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, 1910, was as shewn on the following page.

2. **Senior Cadets.**—Senior cadet battalions, for boys having left school, form a connecting link between the schoolboy soldiers and the citizen forces, the strength on the 30th June, 1910, being as shewn on the following page.

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, 1910, as follows:—

#### STRENGTH OF COMMONWEALTH CADETS, 1910.

	N.S.W.	Victoria.	Q'land.	S.A.	W.A.	Tas.	Total.
Cadet staffs... ..	3	4	2	3	2	1	15
Senior cadets ... ..	3,687	3,662	1,251	725	601	329	10,255
Mounted cadets ... ..	54	114	69	...	69	29	335
Cadets ... ..	6,983	7,275	3,949	2,355	2,381	1,278	24,221
Total ... ..	10,727	11,055	5,271	3,083	3,053	1,637	34,826

4. **Naval Cadets.**—Naval cadets have also been organised under the Defence Act. Generally the instruction, given by instructors of the naval forces, aims at embracing all branches of a seaman's training. The strength at 30th June, 1910, was 766.

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 splicing, 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.

### § 5. Commonwealth Defence Legislation.

1. **The Defence Acts of 1903 and 1904.**—(i.) *General Provisions of the Acts.* The defence of Australia at the present time is enacted and prescribed by the Defence Acts 1903-10 of the Federal Parliament. Many of the provisions of the Acts of 1903 and 1904 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 consists of persons bound to continuous service for a term; the latter consists of persons not so bound. Prior to 1911, they were divided into "militia," who were paid, and "volunteers," who were not ordinarily paid, for their services. Members of rifle clubs

duly sworn, and enrolled persons who 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. Under the Acts of 1903 and 1904 persons the doctrines of whose religion forbade them to bear arms or perform military service might be exempted.

Naval and military cadet corps 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 of 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. The attendance of militia and volunteer forces at the camps held during the visit of Field Marshal Lord Kitchener, G.C.B., etc. at the beginning of 1910 is shewn in the accompanying tables:—

**ATTENDANCE OF MILITIA AND VOLUNTEER FORCES AT CAMPS OF CONTINUOUS TRAINING, 1910.**

Arm.	Total Strength at date of Camp.	Total Average Daily Attendance.	Percentage of Average Daily Attendance to Strength.
<b>MILITIA—</b>			
Command Staffs ... ..	32	27	84
Light Horse ... ..	5,118	4,029	79
Field Artillery ... ..	1,330	1,043	78
Garrison Artillery ... ..	1,384	946	68
Engineers ... ..	787	615	78
Infantry—Militia ... ..	6,473	4,775	74
Intelligence Corps ... ..	54	46	85
Corps of Signallers ... ..	268	228	85
Army Service Corps ... ..	297	244	82
Army Medical Corps ... ..	682	552	81
Army Veterinary Corps ... ..	13	12	92
<b>Total Militia ... ..</b>	<b>16,438</b>	<b>12,517</b>	<b>76</b>
<b>VOLUNTEERS—</b>			
Infantry... ..	2,940	938	32
Automobile Corps ... ..	32	17	53
<b>Total Volunteers ... ..</b>	<b>2,972</b>	<b>955</b>	<b>32</b>
<b>Grand total ... ..</b>	<b>19,410</b>	<b>13,472</b>	<b>69</b>

The numbers classed as “efficient” for the year 1909-10 were as follows:—

**EFFICIENTS (MILITIA AND VOLUNTEER FORCES) 30th JUNE, 1910.**

Force.	Strength on 30th June, 1910.	Efficients.	Percentage of Efficients to Strength.	Non-Efficients.
Militia ... ..	16,474	13,437	82	3,037
Volunteers ... ..	4,885	3,386	69	1,499
<b>Total ... ..</b>	<b>21,359</b>	<b>16,823</b>	<b>79</b>	<b>4,536</b>

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; the making of regulations exempting from service (persons with objections to service on religious grounds being exempt in any case); registration and enrolment for naval and military training; and establishment of a military college. Authority is provided for the establishment and maintenance of factories for the manufacture of naval and military equipment and uniforms; and for the employment of persons in a civil capacity for any purpose in connection with the Defence Force, or in any factory established under the Act. Owners of horses, vehicles, etc., which may be impressed for defence purposes, may be required to register them periodically, and any land may be entered under proper authority. Intoxicating and spirituous liquors are forbidden in camps and canteens. The provisions of the Act regarding periods of universal training are set out below (page 1089). 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.

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

## § 6. The New Defence System.

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

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

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

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

(ii.) *Visit and Report of Viscount Kitchener.* Before the Act came into operation, viz., at the end of 1909, Field-Marshal Lord Kitchener visited Australia at the invitation of the Government, and after inspecting the military forces at work at camps held at various places throughout the Commonwealth, and the forts and defence works erected or in course of erection, reported upon the whole scheme of land defence. His recommendations (with the exception of some confidential matters) were made public in the form of a memorandum in February, 1910. A scheme was propounded in conformity with the Defence Acts 1903-9. But a somewhat new aspect was given to the Act of 1909, and the consolidation of its aims was suggested. The principal alteration was the addition of five years to the period of training, by making soldiers of 20 to 25 years of age continue their citizen soldier service by attending annually six days in camp; followed by only one year's muster parade, and thereafter passing to the reserve. The trend and purport of the published report are as follows:—

With adequate training and organisation the material in the young manhood of Australia is satisfactory. At present the numbers, training, and organisation are inadequate for defence purposes, all the circumstances being considered. 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 of 1909 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 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 organisation proposed is—

21 brigades of 4 battalions each—84 battalions of infantry ;  
 28 regiments of light horse ;  
 49 four-gun field batteries ;  
 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.

The annual periods of training, over and above home training, would be :—

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

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

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 will entail a liability to serve as an officer for at least twelve years, but will not interfere with free movement from place to place in Australia, nor with the privilege of leave on private affairs to visit oversea countries. All promotions are to be from the ranks, and citizen officers are to be young men. To instruction in camps and classes should be added a correspondence system, and a military magazine, edited and published by the headquarters staff, should be circulated free. The citizen non-commissioned officers are to be specially chosen from those serving in the ranks, the most promising to receive special technical training, with pay and privileges superior to those of the soldier, since the N.C.O. will 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 would 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.

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 SCHEME PROPOSED BY LORD KITCHENER.

Pay and horse allowance	...	...	...	...	£276,000
Rations during continuous training	...	...	...	...	38,000
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 would be very close to that estimated for the fourth year of the scheme propounded under the 1909 Act, except that with increased training more gun and small arm ammunition would be required. An addition of £44,000 was 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 SCHEME PROPOSED BY  
LORD KITCHENER.**

Staff corps ... ..	£142,000
Permanent services ... ..	284,000
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 ... ..	£1,884,000

Railway construction, while developing the country, has resulted in lines of little use for defence owing to different gauges and lack of systematic interior connection. A war railway council is suggested, 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 might 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 appointees. 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.

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



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

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

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

In connection with the numbers available the figures of estimated male population are of interest. The total number at cadet age, *i.e.*, between 12 and 18, at 31st December, 1910, was about 292,000; at citizen soldier age, *i.e.*, between 18 and 26, 334,000; these latter, with 338,000 at ages between 26 and 35, give 672,000 as the total males at the best period for military service. In addition there are about 580,000 between 35 and 60.

The actual requirements under the scheme enumerated in sections 125, 126, and 127 of the Defence Act 1903-1910, are as follow:—

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

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

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

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

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

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

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

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

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

- (a) In the junior cadets 120 hours; and
- (b) In the senior cadets four whole-day drills, twelve half-day drills, and twenty-four night drills; and
- (c) In the citizen forces sixteen whole-day drills or their equivalent, of which not less than eight shall be in camps of continuous training.

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

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

Provided also that in the senior cadets the number and duration of half-day and night drills may be varied by the substitution of other drills as prescribed of a total duration of not less than seventy-two hours.

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

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

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

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

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

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

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

The first work in the active carrying out of the scheme commenced with the training of 200 non-commissioned officers for the instruction of the projected army in a six months' camp. Area officers were chosen from the citizen forces, and underwent a six weeks' course of instruction. With the year 1911 came the active enrolment of the new cadets; the total registrations in training areas up to 31st January exceeded 120,000.

The progress of this work will be in stages, as follows:—

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

Second stage, July, 1911, to June, 1912.—Registration, etc., of lads whose 14th birthday occurs in 1912; new junior and senior cadet training begins from 1st July, 1911. Of the latter, about 20,000 will pass as recruits, inaugurating the new citizen forces in the third stage.

Third stage, July, 1912, to June, 1913.—Registration, etc., of lads whose 14th birthday occurs in 1913; new citizen forces training begins with 20,000 recruits (18 year old persons drafted from the new senior cadets). During the third, fourth, and subsequent stages the new senior cadet force, numbering 100,000, will continue. During this period the units under the new organisation will be created.

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

The territorial organisation of the Commonwealth is one of areas based upon infantry units. There are 93 battalion areas, approximately equal in number of males of citizen soldier age, and each containing a battalion of infantry, with either a battery of field artillery (in urban districts), or a regiment of light horse (in country districts), and also a larger or smaller number of one or more other arms, departmental corps, etc. For internal administrative purposes, the battalion areas are subdivided into two or three training areas. Brigade areas are formed by grouping four battalion areas.

The instructors provided for training existing units and for territorial work in connection with the new system consist of 58 officers and 425 warrant and non-commissioned officers of the instructional staff (permanent), and 224 area officers (temporary). They are required to supervise the training of light horse, infantry, and senior cadet units, and to instruct in the non-technical duties of specialist corps. Additional officers and non-commissioned officers in the permanent troops will instruct in technical work.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

It is also provided that—

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

Certificates of exemption will be issued in proclaimed areas by the area officer, in exempt areas by an officer specially appointed. In case of dispute the matter will be referred to the Brigade-Major or Commandant. If the decision of this officer is not accepted,

application may be made by the person claiming exemption to the Courts authorised in that behalf by the regulations, whose decision is final. Burden of proof rests upon the claimant.

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

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

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

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

Penalty: One hundred pounds.

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

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

Provided that, in the case of a cadet, no penalty shall be recoverable under this section until the end of the year in which he attains the age of 18 years.

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

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

(d) In addition to any penalty imposed, or (where the Court is of the opinion that the imposition of a penalty would involve undue hardship) in lieu of imposing any penalty, the Court may, if it thinks fit, commit the offender to confinement in the custody of any prescribed authority for a time corresponding in duration to the time which, in the opinion of the Court, would be taken up in rendering the personal service required.

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

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

(g) Any person detained in any prescribed institution or place in pursuance of this section who escapes therefrom, or who being released from custody fails to return thereto, may be arrested without warrant by any prescribed person, and taken back to the institution or place, and may on the application of any prescribed officer be ordered by any

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

Court of summary jurisdiction to be detained for such additional period not exceeding twenty days as the Court thinks fit to order.

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

(v.) *Efficiency Requirements.* The requirements for efficiency in the senior cadets comprise attendance at compulsory parades, as follows:—

- 4 whole day drills of not less than six hours; and
- 12 half-day drills of not less than three hours; and
- 24 night drills of not less than one and a-half hours.

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

At the end of the year's training, a Board of Officers will classify the trainee as efficient, or otherwise. Those not efficient must do an extra year's training for each failure.

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

The efficiency requirements for citizen forces and reserves have not yet been promulgated.

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

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

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

(viii.) *Citizen Forces.* On 1st July, 1912, the eldest class of those who shall have commenced senior cadet training on 1st July, 1911 (viz., those born in the year 1894) will pass as recruits to the various arms of the new citizen force, forming its first members. Uniform will be simple and suitable for service, and the issue to each soldier will be such that he is able to parade (upon notice) with two woollen shirts, two pairs breeches, greatcoat, hat, sleeping-cap, two pairs puttees or leggings, two pairs military boots, and kit-bag. The future force is planned to comprise 120,000 of all ranks,

including about 5000 citizen officers and 8000 non-commissioned officers. Promotion will be absolutely by merit, the principle adopted being that *the best soldiers must lead, whatever their civil avocation or birth.*

(ix.) *Reserves.* No new reserves are created under the Acts of 1909 and 1910. The present reserves consist of (a) officers, etc., retired from active service; (b) members of rifle clubs. Provision will probably be made for those who, at the age of 26 years, pass out of the organisations created under the Act, to continue service with rifle clubs; but if this is not enacted, it is considered probable that a large proportion of the fully-trained citizen soldiers will remain members of the clubs.

(x.) *Number under Training.* An estimate of the male population of Australia of military age gives 188,000 between 14 and 18 years, and 295,000 between 18 and 25 years. The estimated medical rejections (based upon the experience of European countries) will probably be 10 per cent. for senior cadets, and from 30 to 35 per cent. for citizen soldiers. To these must be added persons in exempt areas. The number under training, when the system is in full operation, is estimated at 100,000 senior cadets, and 120,000 citizen soldiers.

Members of Boys' Brigades, Imperial Boy Scouts, and kindred associations must undergo the training laid down under the Act. These organisations may continue on a voluntary basis, but they will not be excused from the required service.

(xi.) *Allotment of Units to Brigade, Battalion, and Training Areas.* Each battalion area is to furnish one battalion of infantry, and each brigade area (*i.e.*, four battalion areas), is to furnish in addition, one company of engineers, one company army service corps, and one field ambulance. Light horse and field artillery units will also be furnished by some of the areas. Personnel for garrison artillery and submarine and electric engineers for field forces will eventually be supplied in the areas nearest to such localities. The average annual contingent of recruits will be about 155 for each battalion area, plus such additions as are required for light horse and field artillery units raised therein. The figures shewn in the following tables are approximate, and include the recruits (18-19 year), but not the 25-26 year men.

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

State.	Brigade Areas. No.	Battalion Areas.						Training Areas. No.	
		No. of Battalions.	Providing the undermentioned units.				Total Nos. in Training in Areas.		
			Infantry and Proportion of Engineers, A.S.C. and A.M.C. Nos.	Light Horse.		Field Artillery.			
				Squadrons.	Nos.	Batteries.			Nos.
—	I.	II.	III.	IV.	V.	VI.	VII.	VIII.	IX.
N. S. Wales ...	7	29	28,013	36	4,041	19	3,059	36,013†	65
Victoria ...	8	33	32,901	40	4,490	20	3,220	40,611†	75
Queensland ...	3	11	10,967	16	1,796	7	1,127	13,890*	28
S. Australia ...	2	9	8,973	12	1,347	5	805	11,125‡	24
W. Australia ...	2	7	6,979	4	449	3	483	7,911‡	20
Tasmania ...	1	4	3,988	4	449	2	322	4,759¶	12
Totals ...	23	93	92,721	112 28 Rgts.	12,572	56	9,016	114,309**	224

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

(xii.) *Higher Training.* The principal institution for the higher training of officers is the Military College, which has been established at the Federal capital. Entrance is by competitive examination, the first of which was held in February, 1911. Lectures and studies will commence later in the year. The course will last four years, and will be followed by a tour of duty in England or India, and a probationary year at area work. Graduates will eventually take the place of the area officers at present engaged; but it will be six years before any graduate of the college will be available; and fifteen years before all the area positions are supplied from it.

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

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

4. **The Naval Scheme.**—(i.) *Historical.* An outline of the development of the Australian naval policy will be found in Commonwealth Year Book No. 3, pp. 1060, 1061. For the more effective costal defence of the Commonwealth it was decided to create a naval force, Australian in character, to replace the squadron at present maintained under the naval agreement with the British Government. Engagements were entered into for the construction of three torpedo boat destroyers, two to be built in Britain, the other to be shipped to Australia in parts, and put together here. Proposals were also made for the construction of vessels in Australia. Skilled artisans were despatched from Australia to gain practical experience in the building of the vessels, and crews were specially trained for the service of them when completed.

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

A member of the Ministry, accompanied by naval and military expert advisers, attended the Imperial Defence Conference in London. The principal object of his mission, 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 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 this sum the Imperial Government offered to contribute £250,000, but the Commonwealth Government has decided to bear the whole cost.

The first instalment of the Australian fleet unit consists of the three destroyers already constructed. 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*. These vessels were commissioned in September, 1910, as ships of the Royal Navy, and left Portsmouth on 19th September on their voyage to Australia. The crews had been sent from Australia to man the destroyers, and the Admiralty loaned 30 ratings to complete the complements. The Admiralty also arranged for the cruiser H.M.S. *Gibraltar* to be in touch with the destroyers throughout the voyage. In December, 1910, the vessels



arrived in Australia. The *Warrego* was shipped to Sydney in parts, and was re-erected at New South Wales Government dockyard, Cockatoo Island, Sydney. She was launched on April 4th, 1911. These destroyers are each of 700 tons displacement, with a length of 245 feet; beam of 24 feet 3 inches; draft, 8 feet 11 inches; depth 14 feet 9 inches. They have turbines, water-tube boilers and oil fuel, and have a legend speed of 26 knots. The armament consists of one 4-inch 30-pounder, three 12-pounders, and three 18-inch deck discharge tubes for torpedoes. The radius of action at cruising speed is nearly 3000 miles. The complement is 66 officers and men. 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 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 established, and the necessary instruction imparted. The captain has been appointed on the recommendation of the British Admiralty, and will arrive in Australia in April to organise the college, which it is anticipated, will be built in Sydney. 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, and the tender of Messrs. John Brown and Co., Clydebank, was accepted. The vessel is now in course of construction, the date of completion being September, 1912. The ship is of the *Dreadnought* type, about 19,200 tons, with turbine engines. Her speed will be 26 knots, her armament eight 12-inch and sixteen 4-inch guns, and five torpedo tubes. She will have an 8-inch armour belt amidships, and a 4-inch belt at the ends. The estimated total cost of the vessel is £1,800,000. She will be named *Australia*. The three unarmoured cruisers will be known as the *Melbourne*, *Sydney*, and *Brisbane* respectively. The *Melbourne* is being built at the works of Messrs. Commell, Laird and Co. Ltd., of Birkenhead, and the *Sydney* at the works of the London and Glasgow Engineering and Iron Shipbuilding Co. Ltd., of Glasgow. These vessels will be about 5000 tons displacement, armed with 6-inch guns, and will cost about £450,000 each. It is the intention of the Government to build the third cruiser, the *Brisbane* in Australia, the raw material being imported. Tenders have also been accepted for the construction of two submarines, and it is anticipated that the vessels will be completed by the end of 1912.

(iii.) *Visit and Report by Sir Reginald Henderson.* At the invitation of the Government, Admiral Sir Reginald Henderson visited Australia to advise upon the best position for a central naval base, and the works necessary to make it effective; the positions for secondary bases for the service of a fleet, and their equipment for service in naval operations; also upon the location and character of the training schools for preparing *personnel* for the Australian naval service. The Admiral was also requested to report and advise on any other naval matters upon which he might care to express an opinion, and generally, in regard to all the measures to be taken in the formation of a fleet. After an inspection of various harbours, the Admiral propounded a scheme which he embodied in a report to the Government in March, 1911. It provides 52 vessels and 15,000 men; expenditure on ships, £23,290,000, with an ultimate annual naval vote of £4,794,000; construction of docks, £40,000,000. In twenty-two years the expenditure will be £88,500,000. Six naval bases, and eleven sub-bases, are recommended.

The 52 vessels of the completed fleet will be divided into Eastern and Western divisions, and will consist of 8 armoured cruisers, 10 protected cruisers, 18 destroyers, 12 submarines, 3 depot ships, and 1 fleet repair-ship, the building of which will extend over 22 years. The *personnel* for this fleet, fully manned will be about 15,000. Of the

£23,290,000 initial cost of construction, the Commonwealth is already committed to £3,500,000. The annual cost of *personnel* will be £516,000 in 1912-3; and will increase to £2,226,000 in 1932-3. Annual cost of maintenance of ships in commission will be £262,000 in 1913-4; rising to £1,226,000 in 1933-4. Annual expenditure on construction and maintenance of ships will increase from £1,491,000 in 1912-3 to £4,824,000 in 1932-3. In 22 years the expenditure on the fleet alone will be £73,275,000; this, with an expenditure on fleet and harbour works of £15,225,000, makes a grand total of projected expenditure of £88,500,000. The strength of the fleet will be 23 ships in 1918, 42 ships in 1923, 48 ships in 1928, and 52 ships in 1933. In the earlier years most of the crews will be obtained from Great Britain; but this will cease in the period 1923-8. A system of "wireless" stations is recommended; also the establishment of naval reserves, the erection of barracks, and the institution of a naval college.

### § 7. Expenditure on Defence.

1. **Expenditure, 1905-6 to 1910-11.**—The following table gives the expenditure of the Department of Defence from 1905-6 to 1909-10, and the estimate for 1910-11:—

#### EXPENDITURE ON DEFENCE, 1905-6 to 1910-11.

Branch or Department.	1905-6.	1906-7.	1907-8.	1908-9.	1909-10.	1910-11 Estimate
	£	£	£	£	£	£
Central Administration ... ..	18,832	19,246	21,913	23,884	26,358	†120,471
Naval Forces ... ..	45,753	50,200	54,069	59,250	63,168	101,133
Military Forces ... ..	500,379	535,182	577,490	623,372	853,532	1,029,758
Rent, Repairs, and Maintenance	29,721	27,378	32,014	31,817	29,561	40,366
Additions and New Works ... ..	33,556	35,171	46,968	53,965	81,899	186,845
Defence Arms, Equipment, &c.	138,077	159,988	143,950	47,206	196,481	297,300
Audit Office ... ..	765	810	817	966	945	1,175
Pensions and Retiring Allowances	907	974	974	1,017	1,306	847
Supervision of Public Works by State						
Officers ... ..	659	521	700	822	1,046	6,000
Naval Agreement ... ..	200,025	200,000	200,000	200,000	200,000	200,000
Miscellaneous "Other" ... ..	1,671	6,325	5,849	8,291	20,585	...
Fleet Unit ... ..	...	...	...	...	60,000	850,000
<b>Total ... ..</b>	<b>970,345</b>	<b>1,035,795</b>	<b>*1,084,744</b>	<b>1,050,590</b>	<b>1,534,881</b>	<b>2,833,895</b>

\* In addition, the sum of £250,000 was paid into trust fund for harbour and coast defence.  
† Includes establishments under the control of the Central Administration.

2. **Estimates, 1910-11.**—(i.) *Comparison with Preceding Year.* The administration estimates for 1910-11 shew an increase of £247,300 on those for the preceding year. The increase is shewn under the following heads:—

Central administration (including establishments under its control) ...	£73,268
Naval forces ... ..	32,590
Military forces, cadets, rifle clubs, and associations ... ..	141,442
	<u>£247,300</u>

(ii.) *Central Administration.* The principal increases are:—Cordite factory, £7583; Small Arms factory, £5675; Universal training, £23,000; Military college, £17,000; Naval college, £4675.

Provision is made for the staffs of the cordite and small arms factories for portion of the year, in anticipation of these establishments commencing active operations before the year expires.

The amount appropriated under universal training includes the expenses of training area officers and new non-commissioned officers of the instructional staff, appointed in accordance with the new scheme of compulsory service.

The Staff of the Military College has been appointed, and the pay of its officers and the general expenses of the institution have been provided for.

As a preparatory measure for providing the *personnel* of the fleet unit, which is to come into being in 1912, provision is made for the necessary staff for the initiation of a naval college for training cadets as officers.

Other amounts provide for the establishment of schools of instruction in gunnery, torpedo, signals, etc., and for a school for training boys as seamen.

(iii.) *Naval Increase.* An increase of 159 in the *personnel* is made, to provide the necessary crews for the three destroyers, *Parramatta*, *Yarra*, and *Warrego*. For the maintenance of these vessels the sum of £15,000 is provided.

(iv.) *Military Increase.* The principal increases in military expenditure, other than that given under central administration, are Permanent Forces, £42,291; and Militia Forces, £100,457; while a decrease of £15,682 is shewn regarding Volunteer Forces.

The increase of £42,291 for Permanent Forces is made up chiefly of Instructional Staff, £20,195; Royal Australian Artillery, £17,800; and Ordnance Department, £3118.

Pay is provided for the newly-appointed members of the Instructional Staff from 1st January, 1911, on which date they left their camp of instruction to commence service in their respective areas.

Two permanent batteries of field artillery (one in New South Wales and one in Victoria) have been created. Provision is also made for the purchase of an additional 68 horses for the proper horsing of the guns of the field artillery batteries.

The *personnel* of the Ordnance Department is increased, in order to cope with the large increase in volume of work and quantity of stores which will be required under the new schemes; and to provide examiners of stores and equipment on charge to regiments.

The volunteer forces were converted into militia as from 1st January, 1911, thus increasing the militia vote, and almost obliterating the amount previously voted for volunteers. The militia are being brought up to peace establishments. A sum of £62,000 is provided for the purchase and maintenance of 1285 horses for the field artillery batteries. The annual cost of hiring horses under the present system is approximately £37,500.

Under universal cadet training, a sum of £180,000 is provided for supply of stores, training of cadet officers, rent of stores for cadet equipment, allowances to area officers, and expenses incidental to the establishing of universal training. This is an increase of £30,000 on the amount voted for 1909-10, which was expended on the purchase of cadet rifles.

**3. 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 ...	1909-10	27,435,000	35,143,000	62,578,000	27	8
Germany ...	1909	40,676,000	20,427,000	61,103,000	19	2
France ...	1909	31,994,000	13,354,000	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 ...	1907-8	1,200,000	—	1,200,000	4	0
Japan ...	1909-10	8,971,000	7,325,000	16,296,000	6	8
Australia ...	1910-11	1,682,762	1,151,133	2,833,895	12	8

## § 8. The War Railway Council.

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

2. **Duties in Time of Peace.**—The duties of the council in time of peace would be generally to furnish advice to the Minister of Defence on railway matters, and particularly (a) to determine the method of supplying information to, and obtaining it from, the various railway departments ; (b) to suggest regulations and instructions for carrying out movements of troops ; (c) to suggest the method of organising railway staff officers in time of war, to act as intermediaries between the various railway authorities and the troops ; (d) to consider the question of extra sidings, loading platforms, etc., and proposals towards unification of gauges ; (e) to suggest the organisation and system of training of railway troops when the development of universal training supplies sufficient personnel whose ordinary employment is railway work ; (f) in time of war to advise also on questions of mobilisation.

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

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

### § 9. 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 Imperial Expense.			Commonwealth Troops.			Grand Total.		
	Officers.	Other Ranks.	Horses.	Officers.	Other Ranks.	Horses.	Officers.	Other Ranks.	Horses.	Officers.	Other Ranks.	Horses.
New South Wales	160	3,217	3,135	76	1,308	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
<b>Total</b>	<b>290</b>	<b>5,492</b>	<b>5,418</b>	<b>323</b>	<b>5,765</b>	<b>6,649</b>	<b>235</b>	<b>4,070</b>	<b>4,247</b>	<b>848</b>	<b>15,327</b>	<b>16,314</b>

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

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

### § 10. 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 receive certificates for any courses in which they have given satisfaction.

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

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

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

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

The 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 Act of 1909 obliges all males between the ages of 14 and 21 years to undergo military service. The following table gives the strength of the various corps at the end of 1909:—

## STRENGTH OF NEW ZEALAND DEFENCE FORCES, 31st DECEMBER, 1909.

HEADQUARTERS AND DISTRICT		Mounted Rifles	...	...	4,186
STAFFS	...	...	...	...	74
PERMANENT—		Infantry, Cycle, and Signalling	...	...	6,479
Royal N.Z. Artillery (including		Corps	...	...	215
Electric Light sections)	...	Field Ambulance Corps	...	...	148
	261	Garrison Bands	...	...	383
VOLUNTEERS—		Battalion Bands	...	...	13,776
Field Artillery	...	Grand total trained	...	...	
Garrison Artillery Division	...				
Engineers and Railway Pioneers	380				

In addition there are the following:—Unattached officers, 213; reserves, 244; medical staff, 170; veterinary staff, 19; defence cadets, 4101; and rifle club members, 3596. The grand total of the defence forces is therefore 22,119.

The following table gives the military expenditure of New Zealand from 1904-5 to 1908-9:—

## MILITARY EXPENDITURE, NEW ZEALAND, 1904-5 to 1908-9.

Year	...	...	1904-5.	1905-6.	1906-7.	1907-8.	1908-9.
Expenditure	...	...	£241,848	£196,328	£169,359	£200,997	£202,982