

SECTION XXVIII.

DEFENCE.

§ 1. Military Defence.

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

The strength of the military forces of the several States prior to federation, was generally nearly up to establishments. On 31st December, 1900 (the eve of federation), it was:—New South Wales, 9338; Victoria, 6335; Queensland, 4028; South Australia, 2932; Western Australia, 2696; Tasmania, 2024; total for Commonwealth, 27,353. Cadets, reservists, and rifle club members are excluded.

2. **Development of Commonwealth System from 1901 to 1915.**—Under the terms of the Constitution Act 1900, the Commonwealth took over control of defence matters in March, 1901. For four years from that date the land forces were administered by a general officer commanding, under the ministerial headship of the Minister for Defence. Early in 1905, a Council of Defence (since enlarged) was constituted to deal with questions of policy; also a Military Board, to supervise the administration of the forces. The principal aims in view were:—(i.) continuity of policy and administrative methods; (ii.) effectual parliamentary responsibility; (iii.) continuous inspection by an independent officer, the Inspector-General; (iv.) development of an

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

The citizen soldiery, or militia, makes up the main portion of the land forces of the Commonwealth. For administration at central and district headquarters, and for instruction of the citizen forces, and assistance in the administration of units, an administrative and instructional staff of professional soldiers, numbering 1120, exists. Other permanent troops are the regiment of Royal Australian Garrison Artillery, which provides the garrison (with citizen troops as reliefs) for strategic positions and defended ports, and maintains the forts and armament in connection with them; three batteries of Royal Australian Field Artillery; the Royal Australian Engineers; and small detachments of Army Service, Medical, Veterinary and Ordnance Corps. These form a nucleus, each in its own arm, for instruction and administration of the citizen forces. In addition to the active forces, officers who have retired after having passed through a course of training, and members of rifle clubs, who each year fire a prescribed musketry course, are classed as reserves.

The mobile field force, which absorbs the great bulk of the citizen army, consists of two light horse divisions, and six divisions besides two regiments of light horse, two field artillery brigades and two infantry brigades, four companies of engineers, two companies of army service corps and three field ambulances which are not allotted in divisional organisation. The garrison troops find the necessary garrisons for the defended ports. Fuller particulars regarding administration and organisation will be found in Official Year Book No. 6, page 1046.

3. The Present Military System.—The defence of Australia at the present time is enacted and prescribed by the Defence Acts 1903-15 of the Federal Parliament. The provisions of the Acts of 1903 and 1904 and the regulations under them contain the main working principles of Australian defence, the necessary expansion being provided for in the amendments of 1909, 1910, 1911, 1912, 1914, and 1915. The main provisions of the Acts up to 1912 inclusive will be found in Official Year Book No. 6, pp. 1050 *et seq.* The principal provision of the Act of 1909 is the enactment of compulsory military or naval training, with regulations for registration, enrolment, and exemption. Statutes were passed subsequently, extending or modifying the legislative provisions, removing obstacles and difficulties, and, where necessary, providing machinery.

(i.) *Peculiar Position of Australia.* The Acts of 1909 and later years were the direct outcome of the feeling existing in a large majority of the citizens of the community, that Australia was insecure under the voluntary system. Recently, a Minister of State for Defence referred to the fact that if on a map of the world all the countries stained with blood were to be marked, Australia would be the only white spot. It is the national policy to effect a guarantee, by thorough preparation for war, that this exemption shall continue.

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

(iii.) *Record for Anthropometric Purposes.* In connection with the medical inspection, it has been arranged that the colour and character of hair, and the colour of eyes of those examined, shall be recorded for statistical purposes.

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

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

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

(iv.) *Compulsory Training.* By the Defence Acts of 1903 and 1904 all male inhabitants of Australia between the ages of 18 and 60 years were made liable to serve in the defence forces *in time of war*. The more recent Acts make training and service compulsory *in time of peace*. By the Act of 1909 the principle of universality to be trained was made law for the first time in any English-speaking community. It prescribed Junior Cadet training for lads 12 and 13 years of age, followed by Senior Cadet training for lads from 14 to 18 years of age; and thereafter adult training for two years in the citizen forces, to equal 16 days annually, followed by registration (or a muster parade) each year for 6 years. Arrangements for registration, enrolment, inspection, and medical examination of persons liable to be trained were made. The latter acts introduced necessary modifications, the principal being the extension of adult service to eight years. On 1st January, 1911, by proclamation, compulsory training was established. The already existing militia (voluntarily enlisted) were free to complete the three years for which they had engaged to serve, but conformity to the new system was essential. Officers and non-commissioned officers might re-engage. All male inhabitants of Australia, who are British subjects, and have resided in the Commonwealth for six months, are liable to serve. Exemptions (see *infra*, p. 978), exist for certain individuals and classes of people; and may be granted in the case of unpopulated and sparsely populated areas. The training is as follows:—

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

(v.) *Visit and Report of Viscount Kitchener.* At the end of 1909 and before the Act of that year came into operation, Field-Marshal Lord Kitchener visited Australia at the invitation of the Government, and after inspection of the military forces and the forts and defence works erected or in course of erection, reported upon the whole scheme of land defence. His scheme was based on the provisions of the Defence Acts 1903-9. The trend and purport of the published report are given in the Official Year Book No. 4, pp. 1085-1088. The adoption of some of Lord Kitchener's recommendations necessitated further amending Acts. The proposed organisation is based upon necessary considerations of (a) the numbers available; (b) the length of service demanded; (c) the proportion of the various arms required. It differs in some of its details from the scheme propounded by Lord Kitchener and includes—

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

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

(vi.) *Junior Cadets.* Junior cadet training, lasting for two years, consists of 90 hours each year, and begins on the 1st July in the year in which the trainee reaches the age of 12 years. No registration is made, but when the cadet presents himself for registration

in the senior cadets in the year in which he attains the age of 14 years, he is required to shew that he has completed the necessary training in his 13th and 14th years. This training is aimed at developing the cadet's physique. It consists principally of physical training for at least 15 minutes on each schoolday, and elementary marching drill. The following subjects are also taught, viz.:—Miniature rifle shooting; swimming; running exercises in organised games; first aid; and (in schools in naval training areas) mariners' compass and elementary signalling. The junior cadets are not organised as military bodies, and do not wear uniform. The Commonwealth Government maintains a staff of special instructors of physical training, by whom classes are held for school teachers in all districts throughout the Commonwealth. The school teachers, in turn, impart the lessons to the boys. The Inspectors of Schools supervise the training, and inspect the cadets on behalf of the Defence Department. The instructors of physical training are also employed in the training of women teachers; but the instruction of girl scholars rests wholly with the States' Education Departments.

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

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

(viii.) *Adult Forces.* Training in the citizen forces, lasting for eight years, begins on 1st July of the year in which the soldier reaches the age of 18 years. Except in the last year of this service (when only one registration muster parade is necessary in normal peace time) the work consists of continuous training in camp for 17 days in the case of the naval forces, artillery, and engineer arms, and eight days for other arms, and eight days (or equivalent) home training for all arms. The total service is thus 25 days per annum for the specialist and technical corps, and 16 days per annum for other corps, the main body of whom are light horse and infantry (see table on p. 980 *infra*). The home training (total eight days) is divided into whole days, half-days, and nights, the respective minimum duration of these being six, three, and one and a-half hours; two half-days or four nights counting as one whole day.

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

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

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

In time of peace the exemptions are :—Persons whose *bona fide* place of residence is more than five miles from the nearest place appointed for training; those certified as medically unfit; aliens; non-Europeans (exempt from combatant duties only); school-teachers qualified as instructors of drill; members of the permanent naval or military forces. Theological students may be exempted from training. Prior to the passing of the Defence Act 1915, all male inhabitants of Australia who had resided therein for six months were required to register for military or naval training in the year in which they became 14 years of age, but the 1915 Act requires only those to register who reside within five miles of a place of training.

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

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

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

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

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

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

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

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

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

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

(xv.) *Reserves.—Rifle Clubs.* No new reserves are created under the recent Acts. The present reserves consist of (a) certain officers; (b) members of rifle clubs. The reserve of officers numbered 658 on 30th June, 1915. It consists of officers who have been fully trained, and are still capable of serving, but who, being unable to continue on the active list through business engagements, removal to rural districts and such like causes, have joined the reserve. On 31st May, 1916, there were 1542 rifle clubs in the Commonwealth with a membership of 103,723. An annual course of musketry is fired by these members, but they do not undergo any systematic drill. It is estimated that 60 per cent. of the members are fit for active service, and are available for allotment to units on mobilisation to make these units up to war strength. Rifle clubs have been established in connection with many of the citizen units, thus encouraging the citizen soldiery to enhance its shooting efficiency by practice outside the compulsory drill and musketry. These clubs are well supported. Commonwealth teams competing at the British Rifle Association's meetings have been very successful.

(xvi.) *Allotment of Units to Divisional, Brigade, Battalion, and Training Areas.* The organisation is territorial, and the divisions based upon infantry units. There are 92 battalion areas, forming 23 brigades. The areas are approximately equal in number of males of citizen soldier age (about 1300), and each furnishes a battalion of infantry, and a proportion of other troops. For administrative purposes, areas are subdivided into two or three training districts. Three brigades will form a division. Two brigade areas will each provide four battalions of infantry, one field artillery brigade (with proportion of divisional ammunition column), one field company of engineers, one company army service corps, and one field ambulance. The other brigade area of the division provides four battalions of infantry, two squadrons of divisional light horse, one howitzer brigade, one divisional signal company of engineers, one company army service corps, and one field ambulance. Light horse and field artillery units for light horse brigades will also be furnished by some of the areas. *Personnel* for garrison artillery and submarine and electric engineers for garrison forces will eventually be supplied in the areas nearest to such localities. The average annual contingent of recruits will be about 155 for each battalion area, plus such additions as are required for light horse and field artillery units raised therein. The figures shewn in the following tables are approximate, and include he recruits (18-19 year), but not the 25-26 year men.

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

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

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

(xvii.) *Instructional Staff.* The instructors provided for training consist of 170 officers and 756 warrant and non-commissioned officers of the instructional staff (permanent), and 214 area officers (temporary). They supervise the training of light horse, infantry, and senior cadet units, and instruct in the non-technical duties of specialist corps. Additional officers and non-commissioned officers in the permanent troops instruct in technical work.

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

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

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

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

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

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

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

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

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

During the war the course has been temporarily modified. Over 113 staff-cadets have already (June, 1916) been specially graduated, and appointed to units serving at the front with the Australian and New Zealand forces. Schools for the training of junior citizen officers for service with the Australian Imperial Force are also being held at the college as a special measure.

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

The full establishment of cadets is 150, but owing to special graduations for active service the strength (31st March, 1916) is at present 125.

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

In May, 1916, the staff numbered—military, 12; civil, 10.

(xx.) *Railways and Defence.* A War Railway Council, consisting of military and railway officers, was instituted in 1911. Its chief duties are to furnish advice and information regarding railway transport for military purposes, and to secure co-operation between the Commonwealth Defence Department and the States' Railway Departments in regard to concentration and mobilisation of troops. To prevent delay in the transport of troops, particularly that caused by the transhipment of baggage and implements of war, the Council has recommended the adoption of a uniform railway gauge on lines linking up the States capitals. An Engineer and Railway Staff Corps has been instituted, and numbered 55 officers on 1st April, 1916. Fuller details will be found in Official Year Book No. 6, pp. 1070-1.

(xxi.) *The Universal Training System in Operation.*—(a) *Special Instructional Staff.* The first work in the active carrying out of the scheme commenced with the training of 200 non-commissioned officers for the instruction of the projected army in a six months' camp. Area officers were chosen from the citizen forces, and underwent a six weeks' course of instruction. With the year 1911 came the active enrolment of the new cadets, who commenced training on 1st July following. These comprised all males in training areas who were born in 1894, 1895, 1896, and 1897.

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

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

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

Third stage, July, 1912, to June, 1913.—Registration, etc., in January and February, of lads whose 14th birthday occurred in 1913; new citizen forces:—training began with about 17,000 recruits (18-year-old persons allotted from the new senior cadets). During the third, fourth, and subsequent stages the new senior cadet force, numbering about 90,000, continues. Upon expiry of this period, the second quota of senior cadets (1895 lads) to the number of 17,000 passed as recruits to the citizen forces (1st July, 1913).

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

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

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

(d) *Summary of the Working of the System in 1913-14-15 (Third, Fourth and Fifth Stages).* The numbers up to 31st December, 1915, include the 1894, 1895, 1896 and 1897 quotas, who, on 1st July, 1912, 1st July, 1913, 1st July, 1914, and 1st July, 1915, passed to the citizen forces. They are shewn hereinafter.

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

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

4. **Strength of Military Forces.**—(i.) *Strength in each District, 1901 to 1915.* There was little alteration in the numbers serving in the Australian military forces from the institution of the Commonwealth to the year of the introduction of the compulsory training system. From 1913, however, the annual increase will be considerable. The following table shews the development:—

STRENGTH OF MILITARY FORCES, 1901 to 1915.

*District.	1901. †1/3/01.	1909. 30/6/09.	1910. 30/6/10.	1911. 30/6/11.	1912. 30/6/12.	1913. 30/6/13.	1914. 30/6/14.	1915. 30/6/15.
Headquarters ...	...	30	37	†141	†140	†277	†330	†416
1st Queensland ...	4,310	3,224	3,202	3,371	3,357	4,625	5,844	7,734
2nd New South Wales	9,772	7,902	7,899	8,206	8,163	12,105	16,365	21,661
3rd Victoria ...	7,011	6,669	6,876	6,905	6,896	10,840	14,326	18,823
4th South Australia	2,956	2,004	2,019	1,990	1,869	3,228	4,708	6,527
5th Western Australia	2,283	1,662	1,608	1,600	1,451	1,635	2,046	3,004
6th Tasmania ...	2,554	1,870	1,868	1,986	1,820	1,777	2,026	2,807
Total ...	...	28,886	23,361	23,509	24,199	23,696	34,537	45,645
								60,972

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

(ii.) *Strength of the Various Arms.* The numbers of the different arms of the service on the 30th June, 1915, were as follows:—

ARMS OF THE COMMONWEALTH DEFENCE, 1915.

Light Horse ...	8,880	Aust. Flying Corps	3	Administrative and	
Field Artillery ...	3,378	Automobile Corps...	14	Instructional Staff	1,072
Garrison Artillery ...	1,830	Army Nurs'g Service	131	Pay Department,	
Engineers ...	3,041	Army Vet'ry. Corps	39	Rifle Ranges, Rifle	
Infantry ...	38,039	Ordnance Departm't		Clubs, Officers, etc.	125*
Intelligence Corps	17	(including Arma-	319	Royal Military C'lege	161*
Army Service Corps	1,497	ment Artificers) ...			
Army Medical Corps	2,158	Area Officers ...	213	Grand Total ...	60,917†

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

(iii.) *Classification of Land Forces.* The following table shews the strength of the land forces in each State, classified according to nature of service, on the 30th June, 1915:—

CLASSIFICATION OF LAND FORCES, 1915.

Branch of Service.	Head-quarters	1st Military District.	2nd Military District.	3rd Military District.	4th Military District.	5th Military District.	6th Military District.	Total.
Permanently employed ...	410*	401	941	839	205	234	146	3,176
Citizen Soldiers ...	...	7,257	20,604	17,902	6,278	2,732	2,610	57,383
Engineers and Railway Staff Corps ...	6	10	9	10	5	10	5	55
Army Nursing Service ...	...	32	26	8	16	14	35	131
Automobile Corps ...	...	5	9	...	...	...	...	14
Area Officers ...	...	29	73	64	23	14	11	213
Rifle Clubs ...	...	14,822	30,460	20,497	7,134	6,757	4,892	84,562
Senior Cadets ...	...	11,865	32,729	27,671	8,810	4,811	3,069	88,955
Unattached List of Officers ...	...	44	69	69	21	10	20	233
Reserve of Officers ...	...	151	208	153	80	38	28	658
Chaplains ...	...	50	77	38	30	17	14	226
Grand Total ...	416	34,666	85,204	67,251	22,602	14,637	10,830	235,606

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

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

UNIVERSAL TRAINING.—REGISTRATIONS, MEDICAL EXAMINATIONS, EXEMPTIONS, AND NUMBERS SERVING, CITIZEN FORCES, 31st DECEMBER, 1915 (1894, 1895, 1896 and 1897 QUOTAS).

Military Dist.	Total Registrations.	Total Medically Exam'd.	Number Medically Fit.	Percentage Medically Exam'd who are Fit.	Number Unfit and Temporarily Unfit	Percentage Medically Exam'd who are Unfit and Temporarily Unfit	Total Exemptions Granted in Training Areas.	Total No. Liable for Training	Total Number Actually in Training.†
1897 QUOTA.									
1st ...	6,256	3,105	2,102	67.7	1,003	32.3	4,112	2,102	...
2nd ...	13,489	7,825	6,111	78.1	1,714	21.9	6,891	6,111	...
3rd ...	11,087	6,906	4,988	72.2	1,918	27.8	5,746	4,988	...
4th ...	3,412	2,129	1,625	76.3	504	23.7	1,727	1,625	...
5th ...	1,678	912	781	85.6	131	14.4	890	781	...
6th ...	1,499	765	586	76.6	179	23.4	862	586	...
Total	37,421	21,642	16,193	74.8	5,449	25.2	20,228	16,193	...

1894, 1895, AND 1896 QUOTAS.

Military Dist.	Total Registrations in Training Areas.				Exemptions Granted.				Number Liable for Training.
	Quota 1894.	Quota 1895.	Quota 1896.	Total.	Quota 1894.	Quota 1895.	Quota 1896.	Total.	
1st ...	5,709	6,340	6,114	18,163	3,444	3,889	3,946	11,279	6,884
2nd ...	12,577	13,439	13,401	39,417	5,834	6,830	7,034	19,698	19,719
3rd ...	10,779	11,444	11,629	33,852	5,424	6,051	6,047	17,522	16,330
4th ...	3,370	3,723	3,702	10,795	1,479	1,535	1,519	4,533	6,262
5th ...	1,508	1,602	1,682	4,792	802	800	944	2,546	2,346
6th ...	1,517	1,630	1,662	4,809	753	805	869	2,427	2,382
Total	35,460	38,178	38,190	111,828	17,736	19,910	20,359	58,005	53,823

† Training temporarily suspended at this time.

**UNIVERSAL TRAINING.—REGISTRATIONS, MEDICAL EXAMINATIONS, AND
EXEMPTIONS TO THE 31st DECEMBER, 1915.**

SENIOR CADETS.

Military District.	Total Registrations in Training Areas.	Total Medical Exams	No. Medically Fit.	Percentage Medically Exam'd who are Fit.	Number Unfit and Temporarily Unfit	Percentage Medically Exam'd who are Unfit and Temporarily Unfit	Total Exemptions Granted in Training Areas.	Total No. Liable for Training.	Total No. Actually in Training.
1st	22,139	14,218	12,054	84.8	2,164	15.2	9,999	12,054	12,028
2nd	46,902	35,803	32,233	90.0	3,570	10.0	14,493	32,233	31,235
3rd	40,962	31,587	27,993	88.6	3,594	11.4	12,745	27,993	27,704
4th	12,822	10,045	8,934	88.9	1,111	11.1	3,824	8,934	8,930
5th	8,167	5,833	5,385	92.3	448	7.7	2,777	5,385	5,254
6th	5,576	3,678	3,140	85.4	538	14.6	2,410	3,140	3,094
Total ...	136,568	101,164	89,739	88.7	11,435	11.3	46,248	89,739	88,245

UNIVERSAL TRAINING.—MEDICAL EXAMINATIONS TO THE 31st DECEMBER, 1915.

JUNIOR CADETS.

Military District.	Total No. Medically Examined.	Number Medically Fit.	Percentage Medically Examined who are Fit.	Number Unfit and Temporarily Unfit.	Percentage Medically Examined who are Unfit & Temporarily Unfit.
1st	6,210	6,033	97.1	177	2.9
2nd	18,846	18,355	97.4	491	2.6
3rd	15,775	15,528	98.4	247	1.6
4th	4,356	4,254	97.7	102	2.3
5th	2,844	2,781	97.8	63	2.2
6th	1,741	1,610	92.5	131	7.5
Total ...	49,772	48,561	97.6	1,211	2.4

(v.) *Total Number in Training under Compulsory System.* From these tables it will be seen that there are now more than 70,000 citizen soldiers and 88,000 senior cadets undergoing compulsory training, and that nearly 50,000 junior cadets are certified for physical training.

§ 2. Naval Defence.

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

(ii.) *The Naval Agreement with the British Government.*—(a) *The Original Compact.* The naval defence of Australasia and its trade was entrusted primarily to ships of the Imperial Navy, maintained under an agreement entered into between the British Government and the Governments of the Commonwealth and New Zealand, and at their

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

(b) *The Agreement of 1903.* The agreement was not dissolved by the union of six of the contracting colonies; but during the negotiations for its renewal, conducted in England between Sir E. Barton (then Prime Minister) and the Admiralty, it was completely reshaped. The auxiliary squadron for local defence, paid for by Australia and New Zealand, altogether disappeared. The Admiralty guaranteed to maintain on the Australian station during peace time a squadron of a certain strength, and to train in one or two of its vessels a certain number of Australian seamen. The colonial contribution, considerably increased, became a direct subsidy to Imperial defence. The total payment into Imperial funds was now to be £240,000, of which New Zealand was responsible for £40,000, and the Commonwealth for the balance. The agreement, like the earlier one, was for ten years.¹ By a subsequent arrangement the strength of the squadron was established at one first-class armoured cruiser, three second-class cruisers, and five third-class cruisers.

2. **Development of Commonwealth System from 1901 to 1914.**—The floating trade of the Commonwealth exceeds £200,000,000 per annum, and (quite apart from any Imperial service) its adequate protection involves corresponding naval provision, with such naval war material as will permit the principal lines of sea communication being kept open, and ensure that Australian ports are fully defended. Australian defence, in both its branches (military and naval), passed to the Commonwealth in 1901. Prior to 1905 a naval officer commanding administered the naval forces under the Minister. When the Council of Defence was established in that year, the Naval Board was constituted and took over the administration of the Commonwealth naval forces, thereby ensuring continuity of policy and administration; whilst efficiency and uniformity were provided for in the scheme of inspection and report by an officer who, as Director of Naval Forces, was appointed to deal with the training of the *personnel*, and the condition of the *matériel*, of naval forces and works.

3. **The Present System.**—(i.) *Australian Naval Policy.* An outline of the development of Australian naval policy will be found in Official Year Book No. 3, pp. 1060-1061. For the more effective coastal defence of the Commonwealth it was decided in

1. Since modified; see page 989, *infra*.

1909 to create an Australian naval force, to replace the squadron previously maintained under the naval agreement with the British Government. It was agreed at the Imperial Defence Conference in 1909 that Australia should provide a fleet unit, consisting of an armoured cruiser* of the *Indomitable* class, three unarmoured cruisers of the *Bristol* class, six destroyers of the improved "River" class, and three submarines of "C" class†; also the necessary auxiliaries, such as docks and depot ships. The cost of construction at English prices would be about £3,700,000, and the estimated annual cost about £750,000. Of this sum the Imperial Government offered to contribute £250,000, but the Commonwealth Government decided to bear the whole cost.

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

The battle cruiser *Australia* was commissioned in June, 1913, and arrived in Australian waters in the following September. Two smaller cruisers, the *Melbourne* and *Sydney*, arrived in Australian waters in 1913. The third cruiser, the *Brisbane*, is being built at the Commonwealth dockyard, Sydney. The two submarines arrived in Australian waters in May, 1914. Pending completion of the *Brisbane*, the *Encounter* was lent from the Royal Navy for service in the Royal Australian Navy. The Admiralty also presented the Commonwealth Government with the cruiser *Pioneer*. This vessel was taken over by the Naval Board on 1st March, 1913, and recommissioned with the crew of the *Protector* (augmented as necessary) for service as a naval reserve training ship, the *Protector* being used for service as a tender to the Gunnery School. A tabulated statement of the ships of the Australian Navy, in being and building on 1st April, 1915, is given on page 990.

The vessels of the Australian Navy are participating in the European war. Both submarines have been lost.

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

FLEET UNIT.—ORIGINAL ESTIMATED COST.

(Imperial Defence Conference, 1909.)

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

AMENDED ESTIMATED COST.

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

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

* Now called "battle cruiser."

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

LATER ESTIMATED COST.

1 Armoured cruiser	...	...	...	£1,705,000
*3 Protected cruisers	...	...	...	1,400,000
*6 Destroyers	...	...	...	653,000
2 Submarines.	...	...	...	233,500
Auxiliaries—				
1 Submarine dépôt ship	...	...	£160,000	
1 Oil tank vessel	...	...	120,000	
4 Oil fuel storage vessels (building in Australia)...	...	...	75,766	
4 Hulks	...	...	25,000	
				390,766
Total	...	...	...	£4,372,266
The following additional amount has been approved for new construction outside the original fleet unit				
	...			420,000
Total	...	...	...	£4,792,266

(iv.) *Expenditure on Fleet Construction for the Royal Australian Navy.* The following is a statement of expenditure out of sums appropriated for construction of fleet:—

EXPENDITURE OUT OF SUMS APPROPRIATED FOR CONSTRUCTION OF FLEET.

Year.	Appropriation.	Expenditure.
		£
1908-9 ...	Act No. 19 of 1908 ...	24,855
1909-10 ...	Act No. 19 of 1908 ...	223,959
1909-10 ...	Division No. 11A, New Works, etc. ...	60,000
1910-11 ...	Act No. 18 of 1910 ...	285,863
1910-11 ...	Division No. 12, New Works, etc. ...	850,000
1911-12 ...	Act No. 18 of 1910 ...	1,108,494
1912-13 ...	Act No. 18 of 1910 ...	524,037
1912-13 ...	Division No. 10, New Works, etc. ...	
1913-14 ...	Division No. 12, New Works, etc. ...	637,606
1914-15 ...	Division No. 13, New Works, etc. ...	467,296
1915-16* ...	Division No. 13, New Works, etc. ...	400,000
Total appropriated		4,582,110
Total estimated cost of construction of fleet approved		4,792,266
Amount still to be appropriated		210,156

* Estimate.

(v.) *Visit and Report by Sir Reginald Henderson.* At the invitation of the Government, Admiral Sir Reginald Henderson visited Australia to advise upon naval matters generally. A summary of his report will be found in Official Year Book No. 6, pp. 1067-8. It provided for 52 vessels and 15,000 men; expenditure on construction, works, etc., £40,000,000, with an ultimate annual naval vote of £4,794,000. Six naval bases, and eleven sub-bases, were recommended. The 52 vessels would consist of 8 armoured cruisers, 10 protected cruisers, 18 destroyers, 12 submarines, 3 dépôt ships, 1 fleet repair-ship, and the construction would extend over 22 years. The annual cost of *personnel* would be £601,000 in 1913-14, and would increase to £2,226,000 in 1933-4. Annual cost of maintenance of ships in commission would be £262,000 in 1913-4, rising to £1,226,000 in 1933-4. Annual expenditure on construction and maintenance of ships would increase from £2,349,000 in 1913-4 to £4,824,000 in 1932-3.

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

The strength of the fleet would be 23 ships in 1918, 42 ships in 1923, 48 ships in 1928, and 52 ships in 1933. In the earlier years portion of the crews would be obtained from Great Britain, but this would cease in the period 1923-8.

(vi.) *The Compact with the Imperial Government.* The Australian Government is building its navy according to the terms of an official paper (cd. 5746-2) submitted to the Imperial Conference held in London in 1911, and on the plan formulated by Admiral Henderson (after an inspection of Australia's capitals and other ports and coast line, in 1911). There is no formal contract or agreement between the British and the Commonwealth Governments. The last actual agreement was that of 1903, already described on p. 986. Before the expiration of the time for which this agreement was made, the Commonwealth began the work of fleet construction. Up to the year 1911-12, £200,000 was annually paid. For 1912-13, £175,000 was set down in the estimates, and £166,600 paid. The Commonwealth Parliament amended the *Naval Agreement Act 1903*, by No. 10, of 1912 (*Naval Agreement Act 1912*), providing that the Governor-General may, from time to time, arrange with the Imperial Government for the reduction of the Australian squadron, and for reduction in the naval subsidy. No amount under "Naval Agreement Act" will be found in the estimates for 1913-14 and later years. Some departures are made from Admiral Henderson's recommendations, but generally they have been adopted, so far as they relate to the work of the next few years. The Commonwealth is now fulfilling the larger obligation of fleet-building, and is maintaining its own vessels. The establishment of naval bases and sub-bases required for the fleet unit is also proceeding.

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

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

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

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

30 degrees South latitude; thence west to the meridian of 160 degrees East longitude; thence south. On the South: By the Antarctic Circle. On the West: By the meridian of 95 degrees East longitude.

4. **Vessels and Personnel of the Australian Navy.**—(i.) *Ships.* The following table shews the vessels of the Royal Australian Navy, completed and building on 1st April, 1915. No later information may be published:—

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

Vessel.	Description.	Displacement.	Power.	Position.
		Tons.		
<i>Australia</i> ...	Battle cruiser ...	19,200	44,000 h.p.	Commissioned
<i>Brisbane</i> ...	Light cruiser ...	5,600	22,000 h.p.	Building, Sydney
<i>Childers</i> ...	1st class torpedo boat ...	...	...	Commissioned
<i>C'nless of Hopetoun</i> ...	" " " " " "	...	...	"
<i>Derwent</i> ...	Torpedo boat destroyer ...	700	12,000 h.p.	Building, Sydney
<i>Encounter</i> ...	Light cruiser ...	5,880	12,500 h.p.	Commissioned
<i>Gayundah</i> ...	Gunboat ...	360	400 h.p.	"
<i>Karumba</i> ...	Oil supply ship ...	3,000	...	Building, Eng.
<i>Melbourne</i> ...	Light cruiser ...	5,600	22,000 h.p.	Commissioned
<i>Parramatta</i> ...	Torpedo boat destroyer ...	700	12,000 h.p.	"
<i>Pioneer</i> ...	Light cruiser ...	2,200	7,000 h.p.	"
<i>Platypus</i> ...	Submarine depôt ship ...	3,100	...	Building, Scotl'd
<i>Protector</i> ...	Gunboat ...	920	1,641 h.p.	Commissioned
<i>Swan</i> ...	Torpedo boat destroyer ...	700	12,000 h.p.	Building, Sydney
<i>Sydney</i> ...	Light cruiser ...	5,600	22,000 h.p.	Commissioned
<i>Tingira</i> ...	Boys' training ship ...	1,800	...	"
<i>Torrens</i> ...	Torpedo boat destroyer ...	700	12,000 h.p.	Building, Sydney
<i>Una (late Comet)</i> ...	Gunboat ...	980	1,350 h.p.	Commissioned
<i>Warrego</i> ...	Torpedo boat destroyer ...	700	12,000 h.p.	"
<i>Yarra</i> ...	" " " " " "	700	12,000 h.p.	"
<i>A E 2</i> ...	Submarine ...	800	1,750 h.p.	"

(ii.) *Personnel.* The fleet is manned, as far as possible, by Australians, supplemented by Imperial officers and men. It is intended that there shall be interchangeability with the Royal Navy of officers and men, and also of ships. Recruiting centres have been established in the Commonwealth with excellent results. The naval reserves comprise (a) members of the Australian branch of the Royal Naval Reserve, (b) members of the Citizen naval forces, and (c) Senior naval cadets. The navy has first choice from amongst the trainees under the compulsory system. The following table shews the strength of the naval forces in April, 1915, the latest date for which the information is available:—

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

Classification.	Officers.	Ratings.	Total.
Permanent Forces (Sea-going) ...	440	3,290	3,730
Administrative and Instructional Staff ...	35	113	148
Reserve (M)* ...	27	437	464
Reserve (O) Adult section† ...	34	1,540	1,574
Senior Cadets† ...	...	3,332	3,322
R.N. Reserve (Sea-going) ...	18	157	175
Total ...	554	8,869	9,423

* Late militia. † Under universal training regulations.

Little more than five years ago the total personnel of the Commonwealth naval forces was but 240. Last year the total was nearly 10,000, the sea-going forces alone numbering 3700.

§ 3. Expenditure on Defence.

1. **Expenditure, 1910-11 to 1915-16.**—The following table gives the expenditure of the Department of Defence from 1910-11 to 1914-15, and the estimate for 1915-16:—

EXPENDITURE ON DEFENCE, 1910-11 to 1915-16.

Branch or Department.	1910-11.	1911-12.	1912-13.	1913-14.	1914-15.	1915-16. Estimate
	£	£	£	£	£	£
Administrative—Central Administration ...	*104,740	*289,558	*245,918	*217,804	*221,127	*366,130
Naval Forces ...	96,291	248,738	608,955	1,005,649	5,813,357	8,475,375
Military Forces ...	945,718	1,174,912	1,401,246	1,538,544	11,502,771	85,720,534
Rent, Repairs, and Maintenance ...	42,862	46,257	58,746	70,453	79,665	114,486
Additions, New Works, Lands, etc. ...	177,274	244,736	396,294	507,458	356,859	805,813
Defence Arms, Equipment, etc. ...	273,224	561,596	551,895	416,842	265,252	461,800
Audit Office ...	1,142	1,180	1,298	1,362	2,397	4,704
Pensions and Retiring Allowances ...	965	2,269	1,121	1,103	1,427	1,380
Supervision of Public Works by State Officers ...	3,798	2,965	4,935	7,776	6,119	7,000
Naval Agreement† ...	200,000	200,000	166,600	...	...	...
Miscellaneous "Other" ...	282	...	...	...	...	...
Fleet Unit ...	1,135,000	1,108,171	585,342	753,537	568,204	400,000
Naval Works Armament ...	24,730	38,696	200,087	123,590	264,004	672,160
Interest and Sinking Fund on Transferred Properties ...	...	162,132	122,561	94,858	177,741	128,450
Miscellaneous ...	...	638	1,307	851	80,062	§ 335,768
Sites for Defence purposes { payable	...	...	...	300,000	66,364	97,138
Machinery, etc., Cockatoo Is. { from loan	...	...	...	...	42,782	132,000
Proportion Public Works Staff Salaries	...	...	...	12,908	13,881	23,000
Interest and Insurance ...	...	...	...	...	117,167	†1,937,069
War pensions ...	...	...	...	...	437	179,168
Total ...	3,006,026	4,081,848	4,346,305	5,052,735	19,579,616	49,861,975

* Includes establishments under the control of the Central Administration. † Ceased on 30th June, 1913. ‡ The items are:—Premiums on Life Assurance policies of Commonwealth public servants who are members of Expeditionary Forces, £8000; Interest on Commonwealth Inscribed Stock, £1,030,028; Interest on Treasury Bills for loan purposes, £19,041; Interest on loan from British Government for war purposes, £820,000. § Includes grants to Australian Soldiers' Repatriation Fund £250,000, War Census £60,000.

2. **Appropriation for Defence Purposes, 1901-2 to 1915-16.**—In the following table the Defence expenditure for the whole Commonwealth period, 1901-2 to 1915-16, is given:—

ANNUAL DEFENCE EXPENDITURE, 1915-16.

Year.	Naval.				Military.			
	Under Ordinary Votes and Appropriations.	Works, Arms, Equip'm't, &c. (provided under Estimates for New Works and Buildings).	Loan Expenditure.	Total Naval.	Under Ordinary Votes and Appropriations.	Works, Arms, Equip'm't, &c. (provided under Estimates for New Works and Buildings).	Total Military.	Total Defence Expenditure.
	£	£	£	£	£	£	£	£
1901-2 ...	178,819	...	...	178,819	777,620	2,640	780,260	959,079
1902-3 ...	149,701	...	...	149,701	595,115	5,537	600,652	750,353
1903-4 ...	240,005	86	...	240,091	502,517	113,156	615,673	855,764
1904-5 ...	200,394	5,394	...	205,788	533,945	194,865	728,810	934,598
1905-6 ...	250,273	1,743	...	252,016	548,439	169,890	718,329	970,345
1906-7 ...	255,120	652	...	255,772	585,516	194,507	780,023	1,035,795
1907-8 ...	259,247	250,958	...	510,205	634,579	189,960	824,539	1,334,744
1908-9 ...	263,207	4,055	...	267,262	686,365	96,965	783,330	1,050,592
1909-10 ...	269,051	60,688	...	329,739	928,393	277,273	1,205,666	1,535,405
1910-11 ...	302,550	1,161,541	...	1,464,091	1,093,248	448,687	1,541,935	3,006,026
1911-12 ...	460,521	1,172,920	...	1,533,441	1,668,128	780,279	2,448,407	4,081,848
1912-13 ...	805,819	853,735	...	1,659,554	1,806,868	879,883	2,686,751	4,346,305
1913-14 ...	1,027,360	972,405	...	1,999,765	1,923,948	829,022	2,752,970	4,752,735
1914-15 ...	5,991,820	936,081	42,782	6,970,683	12,024,331	584,602	12,608,933	19,579,616
1915-16* ...	8,600,348	1,303,067	132,000	10,035,415	38,692,716	1,133,844	39,826,560	49,861,975

* Estimate.

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

Ordinary Services ... £800,000
Works, Arms, Equipment, etc. ... 200,000

Total ... £1,000,000

3. **Special War Expenditure, 1915-16.**—The special war expenditure during 1915-16, as originally estimated, will be found on page 998.

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

ESTIMATED EXPENDITURE ON DEFENCE.—VARIOUS COUNTRIES.

Country.	Year.	Army.	Navy.	Total.	Per Inhabitant.	
		£	£	£	s.	d.
Great Britain ...	1913-14	28,220,000	46,309,000	74,529,000	32	3
Germany ...	1913-14	73,833,000	24,012,000	97,845,000	30	2
France ...	1913	38,286,000	18,452,000	56,738,000	28	7
Italy ...	1913-14	14,546,000	9,068,000	23,614,000	13	7
Austria-Hungary ...	1913	16,500,000	3,100,000	19,600,000	7	8
Switzerland ...	1913	1,772,000	...	1,772,000	9	1
Russia ...	1913	64,136,000	22,817,000	86,953,000	10	5
Spain ...	1913	6,391,000	2,827,000	9,218,000	9	3
Portugal ...	1913-14	2,190,000	851,000	3,041,000	10	3
Norway ...	1913-14	867,000	337,000	1,204,000	9	11
Sweden ...	1913	3,063,000	1,447,000	4,510,000	16	0
Denmark ...	1913-14	1,081,000	544,000	1,625,000	11	5
Holland ...	1913	2,780,000	1,678,000	4,458,000	14	6
Belgium ...	1913	3,260,000	...	3,260,000	8	7
United States ...	1913-14	35,073,000	29,464,000	64,537,000	14	0
Canada ...	1912-13	1,872,000	...	1,872,000	5	2
Japan* ...	1913-14	7,815,000	4,224,000	12,039,000	3	6
Australia† ...	1914-15	2,062,396	2,505,885	4,568,000	18	6

* Excluding extraordinary expenditure. † Total excluding special war expenditure.

§ 4. Industrial Establishments and Remount Depot.

1. **Commonwealth Factories.**—There are five factories established under the authority of the Defence Act in connection with the Defence Department. The Commonwealth Harness, Saddlery, and Leather Accoutrements Factory at Clifton Hill, Victoria, was opened in September, 1911. On 31st March, 1916, there were 445 persons employed, including 109 females. A large quantity of harness and saddlery, and leather and canvas equipment has been turned out for the Defence and Postmaster-General's Departments. The factory is now able to cope with practically the whole of the peace requirements of these departments in the way of leather and canvas equipment. At the Cordite Factory at Maribyrnong, Victoria, cordite is manufactured for the cartridges required for military purposes. On 31st March, 1916, the employees numbered 144. The Clothing Factory at South Melbourne, Victoria, commenced operations on 3rd January, 1912. Since 1st July, 1912, a satisfactory output has been maintained. The number of employees on 31st March, 1916, was 714, of whom 612 were females. The establishment is able to supply the whole of the uniform clothing required for the Defence Forces and the Postmaster-General's Department. The Small Arms Factory at Lithgow, N.S.W., was opened on 1st June, 1912. The first instalment of Australian arms was delivered in May, 1913. Employees numbered 1100 on 31st March, 1916. A fifth Commonwealth factory has been established at Geelong, Victoria, for uniform materials and woollen fabrics, and commenced operations the latter part of 1915. Eighty persons were employed on 30th March, 1916.

2. **Expenditure.**—The value on 30th June, 1915, of land, machinery and plant, factory fittings, and furniture in connection with the factories now in operation, was approximately as follows:—

Small Arms Factory...	...	...	...	£159,000
Cordite Factory	...	...	...	98,000
Clothing Factory	...	...	...	20,000
Harness Factory	...	...	...	14,000
Woollen Cloth Factory	...	...	...	135,000

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

§ 5. Australian Contingents.

1. **New Zealand and Sudan Campaigns.**—Many colonists served with the Imperial forces in the New Zealand war. Fuller particulars will be found in Official Year Book No. 6, p. 1071. In 1885 a field battery, an infantry battalion, and an ambulance corps, numbering in all 770, with 218 horses, left New South Wales to take part in the Suakin campaign.

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

STRENGTH OF MILITARY CONTINGENTS SENT FROM AUSTRALIA TO SOUTH AFRICA.

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
Total	290	5,492	5,418	323	5,765	6,649	235	4,070	4,247	848	15,327	16,314

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

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

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

(i.) *Australian Imperial Force.* Up to 30th June, 1916, the total number of troops despatched from Australia for active service abroad was 212,620. These troops have been organised into :—

(a) *Army Corps Troops*—

- 2 Corps Cavalry Regiments (less 1 Squadron).
- 2 Corps Cyclist Battalions.

(b) *A Mounted Division*—

- 3 Light Horse Brigades (9 Regiments).
- 3 Light Horse Regiments, attached (less 2 Squadrons).
- 1 Field Squadron Engineers.
- 1 Signal Squadron Engineers.
- 1 Mounted Divisional Train (Army Service Corps).
- 3 Light Horse Field Ambulances.

(c) *5 Infantry Divisions*—

- 15 Infantry Brigades (60 Battalions).
- 5 Pioneer Battalions.
- 15 Machine Gun Companies.
- 15 Field Artillery Brigades (60 Batteries).
- 5 Howitzer Brigades (15 Batteries).
- 2 Ammunition Echelons.
- 10 Trench Mortar Batteries.
- 15 Field Companies Engineers.
- 5 Divisional Signal Companies Engineers.

- 5 Divisional Trains (Army Service Corps)—
 - 20 Army Service Corps Companies.
 - 5 Field Bakeries.
 - 5 Field Butcheries.
 - 25 Depot Units of Supply.
- 1 Motor Ambulance Workshop.
- 5 Mobile Veterinary Sections.
- 15 Field Ambulances.
- 5 Sanitary Sections.
- 5 Infantry Base Depots.

(d) *Miscellaneous Units—*

- An Australian Naval and Military Expeditionary Force.
- A Siege Artillery Brigade (2 Batteries).
- A Flying Unit (1 Squadron).
- An Aeroplane Squadron ($\frac{1}{2}$ Flight).
- A Mining Corps (3 Companies).
- 3 Tunnelling Companies.
- A Naval Bridging Train.
- A Divisional Ammunition Park.
- 3 Divisional Supply Columns.
- An Armoured Motor Car Section.
- A Railway Supply Detachment.
- 3 Casualty Clearing Stations.
- 2 Stationary Hospitals.
- A Contagious Diseases Hospital.
- 3 General Hospitals.
- 2 Remount Squadrons (8 Companies).
- An Intermediate Base Depot.
- A Pay Corps.
- A Post Office Corps.
- A Printing Section.
- A Pack Wireless Squadron (2 Troops).
- A Camel Corps.
- Dental Services.
- Army Nursing Service.

Recruiting has continued since the above table was prepared. The latest available total is given below.

(ii.) *Total Commonwealth Expeditionary Forces.* The following table shows the total Commonwealth forces, serving and training, and including casualties, from the commencement of the war to 30th June, 1916.

**STRENGTH OF COMMONWEALTH FORCES, DESPATCHED AND IN TRAINING,
TO 30th JUNE, 1916.**

Officers.	Other Ranks.	Total.
5,949	256,671	262,620

(iii.) Towards the end of April, 1915, a body of Australian troops left Egypt for the Dardanelles, and on the 25th April came under fire. Acting in conjunction with British, Indian, and French troops, and under the command of General Sir Ian Hamilton, who,

as Inspector-General of Oversea Forces, had visited Australia shortly before the outbreak of war (see Official Year Book No. 7, p. 1067), they attacked positions on the Gallipoli Peninsula (Dardanelles). The operation is regarded as having been exceedingly difficult, but the allied troops effected a landing in the face of determined resistance. Towards the end of December, 1915, it was decided to evacuate the Gallipoli Peninsula. This difficult operation was successfully carried out, and the main portion of the Australian Imperial Force has since been transferred to other spheres of activity. The number of casualties announced by the Defence Department to 17th June, 1916, are as follows :—

Particulars.				Officers, Chaplains and Nurses.	Other Ranks.	Total.
Died*	...	...	...	387	7,656	8,043
Wounded	...	...	...	245	9,320	9,565
Missing	...	...	...	2	1,015	1,017
Sick	...	...	...	731	22,514	23,245
Prisoners of War	...	...	...	9	53	62
Nature of casualty unknown...	...	...	...	47	247	294
Total	...	...	...	1,421	40,805	42,226

* Killed in action, died of wounds, illness, etc.

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

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

A complete self-contained force of the above-named units, fully armed and equipped, left Sydney on 19th August, 1914, under escort of vessels of the Royal Australian Navy.

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

On 11th August, the battle cruiser *Australia*, accompanied by the light cruiser *Sydney* and the destroyers *Parramatta*, *Yarra*, and *Warrego*, reached Simpsonhafen, in New Britain, but failed to find the enemy's navy there. The *Australia* immediately left to convoy the New Zealand military expedition, organised for the capture and occupation of Samoa. In this task, the *Melbourne*, the British cruisers *Psyche*, *Philomel*, and *Pyramus*, and the French schooner *Montcalm* assisted. The British flag was hoisted at Apia on 31st August. The *Australia* returned towards New Britain, and, after being joined by the light cruisers *Sydney* and *Encounter*, the gunboat *Protector*, the three destroyers, and the two submarines, co-operated with the Australian Pacific expeditionary force in occupying Herbertshöhe (11th September) and Rabaul (12th September—the latter the headquarters of German administration in the Pacific. In an advance (11th September) towards the wireless station at Bitapaka, some miles inland from Herbertshöhe, the attacking naval detachment was fired upon by native troops under German officers, two officers and four men being killed and one officer and three men wounded. The *Australia* and *Encounter* occupied Friedrich Wilhelmshafen, on the mainland of New Guinea, on 24th September. In all these operations the French cruiser *Montcalm* continued to assist the Australian ships.

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

Other German Pacific wireless stations were attacked—the cruiser *Melbourne* destroying that at Nauru (Pleasant Island) on 9th September, whilst the cruiser *Sydney* on the 26th put the station at Angaur out of action. On 21st September the German governor and his forces surrendered at Herbertshöhe.

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

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

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

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

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

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

To cope with special demands arising from the state of war, the following vessels were chartered to serve as fleet auxiliaries during the Pacific expedition:—s.s. *Aorangi*,

fleet supply ship; s.s. *Berrima*, armed transport; s.s. *Grantala*, hospital ship. Two other hospital ships—the *Karoola* and *Kanowna*—have since been equipped and are on active service.

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

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

During 1915 the battle cruiser *Australia* joined the Grand Fleet in the North Sea, and was made flagship of a battle cruiser division. The other ships of the Australian Navy, with the exception of Submarine AE2, which was lost during the operations at the Dardanelles, are taking their part in the war as and where the Imperial authorities find them most useful.

(v.) *War Expenditure, 1915-16.* The special war expenditure shewn in the annual estimates, 1915-16, is shewn below. Reference to War Finance will be found in Section XIX., Commonwealth Finance, p. 742, and also in the Appendix to this book.

SPECIAL WAR EXPENDITURE, 1915-16, ESTIMATED.

Special expenditure on Australian forces—						£
Naval	...	...	...	...	...	916,450
Military	...	...	...	...	...	432,311
Expeditionary force—Military	...	...	...	...	...	34,000,000
Naval	...	...	...	...	...	6,000,000
Interest on loan from British Government for war purposes	...	...	...	...	...	820,000
Interest on Commonwealth War Loan	...	...	...	...	...	1,090,000
Interest on Treasury Bills in aid of Revenue	...	...	...	...	...	14,850
Grant to Australian Soldiers' Repatriation Fund	...	...	...	...	...	250,000
War Pensions	...	...	...	...	...	179,168
War Census	...	...	...	...	...	60,000
Miscellaneous	...	...	...	...	...	19,408
Premiums on Life Assurance policies of Commonwealth public servants who are members of Expeditionary forces	...	...	...	...	...	8,000
Total	...	...	...	...	...	43,790,187

The special war expenditure for the year 1914-15 amounted to £14,931,531.

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

SCALE OF PENSIONS PAYABLE.

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

Rate of Pay of Member per day at date of Death or Incapacity.	Pension Payable to Widow per fortnight.	Pension Payable to Member upon Total Incapacity per fortnight.	Rate of Pay of Member per day at date of Death or Incapacity.	Pension Payable to Widow per fortnight.	Pension Payable to Member upon Total Incapacity per fortnight.
s. d.	£ s. d.	£ s. d.	s. d.	£ s. d.	£ s. d.
6 0	2 0 0	3 0 0	13 0	2 19 6	3 14 0
7 0	2 3 0	3 2 0	17 6	3 10 0	4 0 0
9 0	2 9 0	3 6 0	22 6	3 17 6	4 5 0
10 0	2 12 3	3 8 0	30 0	4 9 0	4 15 0
10 6	2 13 9	3 9 0	37 6	5 0 9	5 5 0
11 6	2 16 0	3 11 0	45 0	5 12 3	5 15 0
12 0	2 17 3	3 12 0	50 0	6 0 0	6 0 0
			and upwards		

(ii.) To each child (son, daughter, stepson, stepdaughter, or adopted child of member of forces, under 16) :—Twenty shillings per fortnight for the first child, fifteen shillings per fortnight for the second child, and ten shillings per fortnight for the third and each subsequent child.

(iii.) To other dependents (dependent members of family of deceased or incapacitated member of forces) :—Rates as assessed by Commissioner or Deputy-Commissioner, but not exceeding for one person the rate specified in the second column above as payable to the widow, and not exceeding in the aggregate that sum, plus £2 per fortnight.

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

(v.) To each child of member upon his total incapacity :—Same as (ii.) above.

(vi.) To member upon partial incapacity :—Loss of leg or foot or hand or arm—maximum rate for six months, thereafter three-fourths of the maximum rate. Loss of one eye—half the maximum rate. Loss of both legs or both feet, or both arms or both hands, or arm and leg or hand and foot, or both eyes, or one eye together with loss of leg, foot, hand or arm—the maximum rate.

§ 6. Special Defence Legislation.

1. **War Precautions Act 1914.**—On the outbreak of war in Europe, the Federal Parliament passed an Act to enable the Governor-General to make regulations and orders for the safety of the Commonwealth during the state of war. The provisions of this Act, which was assented to on 29th October, 1914, will be found in Official Year Book No. 8, page 1092. Particulars of the *Enemy Contracts Annulment Act* will be found in the same issue of the Year Book, page 1095.

2. **War Precautions Acts 1914-16 and War Precautions Regulations 1915.**—The *War Precautions Act 1914* abovementioned, as amended by the *War Precautions Act 1915*, the *War Precautions Act No. 2 1915*, and the *War Precautions Act 1916*, empower the Governor-General to make regulations and orders for securing the public safety and the defences of the Commonwealth. Any person who contravenes or fails to comply with any provision of any regulation or order is guilty of an offence, the

punishment for which is, if prosecuted summarily, a fine not exceeding £100, or imprisonment for a term not exceeding six months, or both; if the offence is prosecuted by indictment, a fine of any amount or imprisonment for any term, or both; or if the offence is prosecuted by Court Martial, the same punishment as if the person had been subject to military law, and had on active service committed an offence under section 5 of the Army Act.

Under the powers conferred by the above Acts, the *War Precautions Regulations 1915* have been made. These regulations provide for the appointment of competent naval or military authorities to exercise certain powers under the regulations. The principal provisions of the regulations are as follows:—

Regulation 3. The ordinary avocations of life and the enjoyment of property are to be interfered with as little as may be permitted by the exigencies of the measures required to be taken for securing the public safety and the defence of the Commonwealth, and ordinary civil offences are to be dealt with by the civil tribunals in the ordinary course of law.

4. The competent authorities are authorised to take possession of land, buildings, equipment, and warlike stores, to construct works, to destroy buildings, and to do any act involving interference with private rights of property which may be necessary for securing the public safety, or defence of the Commonwealth.

5. Competent authorities are given the right of access to any land or buildings.

6. Land may be used for training the forces.

7. Roads may be stopped up.

8. The removal of vehicles, boats, vessels, aircraft, animals, foodstuffs, equipment, and warlike stores from any area may be ordered.

9. A census may be taken of all goods, animals, and other commodities.

10 and 11. The Minister may requisition the output of factories manufacturing arms, ammunition, etc., and may take possession of such factories.

12 and 12a. Premises licensed for the sale of intoxicating liquor may be closed.

13 and 14. The extinguishment or obscuring of lights in any area may be ordered.

15. Inhabitants may be ordered to remove from any area if necessary for naval or military reasons.

15a. Persons may be removed from the vicinity of military camps, forts, hospitals, or posts if their presence is prejudicial to the maintenance of discipline or to the health, training, or administration of the troops.

16. Inhabitants may be required to remain indoors.

17. Ships may be removed from specified areas.

17a. Entrance to British merchant ships in harbours or alongside wharves without permission is forbidden.

17b. Entrance to enclosed wharves without permission is forbidden.

17c. Passports of any persons entering the Commonwealth may be detained.

17d. Members of the forces may be prevented from entering any premises specified in an order of the competent authority.

18. Harbour authorities may be required to prepare schemes for destruction of harbour works.

19. The obtaining and communicating of naval and military information without permission is prohibited.

19a. Communication with spies is prohibited.

20. The photographing of naval or military works without permission is prohibited.

21. Tampering with telegraphic apparatus is prohibited.

21a. Telephone conversations not in the English language are prohibited.

22. The possession of carrier pigeons in any area prescribed by order of the competent authority is prohibited.

23. The possession of wireless telegraphic apparatus without the permission of the Minister for the Navy is prohibited.

23a. The possession of ciphers, codes, or other means of secretly communicating naval or military information is prohibited, unless intended and used solely for commercial or other legitimate purpose.

24. The embarkation of persons suspected of communicating with the enemy may be prohibited.

25. The transmission of letters to or from the Commonwealth otherwise than through the post is prohibited.

25a. The conveyance of letters to or from interned persons without the authority of the officer commanding the place of internment is prohibited.

25b. Persons carrying on the business of receiving for reward letters or postal packets for delivery to other persons are required to register with the censor.

26. The use of searchlights, semaphores, or other apparatus intended for signalling is prohibited.

27. The display of fireworks or the lighting of fires in such a manner as would serve as a signal, guide, or landmark is prohibited.

28. The spreading of false reports, or the making of false statements, or reports or statements likely to cause disaffection to His Majesty, or public alarm, or to interfere with the success of His Majesty's forces by land or sea, or to prejudice His Majesty's relations with foreign powers, and the spreading of reports or making of statements likely to prejudice the recruiting, training, discipline, or administration of His Majesty's forces, is prohibited.

28a. Power is given to require newspapers to submit matter relating to the war before printing or publication.

28b. Newspapers and other publications published in foreign languages may be suppressed.

28c. Alterations made by the censorship in matters submitted to it are not to be shewn in print without permission.

28d. The submission of cinematograph films relating to the war may be required before they are exhibited.

29. Trespassing on or loitering in the vicinity of tunnels, viaducts, or culverts, and injuring or being upon railways, or on, under, or near railway works with intent to injure them, is prohibited.

30. Approaching military works in respect of which orders prohibiting approach have been issued is an offence.

31. The manufacture or sale of firearms, ammunition, or explosives within any specified area may be prohibited.

32. The importation of firearms, ammunition, or explosives without permission is prohibited.

33. Any person who, by discharging firearms or otherwise, endangers the safety of any member of the forces, is guilty of an offence.

34. Any person who, without permission, is in possession of firearms, explosives, or inflammable liquids in the vicinity of any railway, dock, or harbour, or in the vicinity of any specified area, is guilty of an offence.

35. Restrictions are placed on the storage of inflammable liquids in any area specified in an order of the competent authorities.

36. The possession of celluloid or cinematograph films in any prescribed area without permission is prohibited.

37. Masters of vessels are required to comply with any directions given for navigation in harbours.

38. Vessels are required to comply with any directions as to navigation issued by the Naval Board.

39. Vessels may be prohibited from entering dangerous areas.

40. The Naval Board may issue orders as to pilotage.

40a. Any person who by act or default endangers the safety of any vessel is guilty of an offence.

41. The supplying of intoxicants to members of His Majesty's forces, when on duty or when not on duty, with intent to elicit information, is prohibited.

- 41a. Intoxicating liquors in camps, forts, hospitals, or military posts are prohibited.
42. The unauthorised use of naval or military uniforms is prohibited.
- 42a. The sale of uniforms or parts of uniforms without permission is prohibited.
43. Persons attempting to cause mutiny, sedition, or disaffection among the forces or the civil population are guilty of an offence.
44. Persons obstructing, misleading, or interfering with or withholding information from officers or persons carrying out the orders of the competent authorities, are guilty of any offence.
45. Falsifying reports, etc., is an offence.
46. The forging of certain official documents, and personating persons to whom such documents have been issued, is an offence.
- 46a. Assisting the escape of prisoners of war is an offence.
47. Persons in possession of false passports or letters of safe conduct, and alien enemies passing under assumed names, are guilty of an offence.
- 47a. Chattels used by any female dependent of a soldier to support or assist in supporting herself or any of the family of the soldier, and furniture or wearing apparel belonging to any such member, or female dependent, not exceeding £50 in value, are protected from distress or seizure under a Bill of Sale, Writ of Execution or other process of a Court, or by way of distress, or under the provisions of a hire-purchase agreement.
- 47b. The right of any relative or dependent of a soldier to receive allotments of his pay or separation allowance is made incapable of assignment.
48. All persons affected by any orders issued under the Regulations are required to comply therewith.
49. Attempting to commit an offence, aiding or abetting an offence, or harbouring any person who has committed an offence is forbidden.
- 49e. The sale of sugar at a price exceeding 3½d. per lb., plus such sum as represents the cost of delivery to the seller, is forbidden.
- 49f. The defacing or destruction of any British gold coins is forbidden.
- 50, 50a, and 50b. Powers are given to search premises and persons, and to seize articles found thereon.
51. Power is given to stop and search vehicles.
52. Power is given to require answers to questions relative to any matter affecting the public safety or the defence of the Commonwealth, and to require the production of documents, books, and papers relative to any such matter.
53. Powers are given for preventing the conveyance of letters into or out of the Commonwealth otherwise than through the post.
54. Powers of arrest are given.
- 54a. The embarkation of suspected persons may be prohibited.
55. The Minister is authorised to direct the detention, in military custody, of any naturalised person who is disaffected or disloyal.
56. The Minister is authorised to direct the detention, in military custody, of any natural-born British subject, one at least of whose parents was, or is, a subject of a State which is at war with the King.
- 56a. The Minister is authorised to direct the detention, in military custody, of any person if, in his opinion, for securing the public safety and the defence of the Commonwealth, it is expedient, in view of the hostile origin or association of such person, that he should be so detained.
- 56b. Male British subjects between the ages of 17 and 45 years are prohibited from leaving the Commonwealth, unless in possession of a passport issued by the Department of External Affairs.
- 56c. Persons detained in military custody, under the warrant of the Minister, are declared to be subject to the rules of discipline applicable to prisoners of war.
- 57 and 58. Provision is made for trial of offences.
59. Provision is made for forfeiture of goods in respect of which an offence has been committed.
- 59a. The burden of proof of lawful authority for any act, which, if done without such authority is an offence, is placed upon the accused.

59b. Provision is made for giving in evidence orders or instruments issued by competent authorities under the regulations.

60. The powers conferred by the regulations are declared to be in addition to, and not in derogation of, any other powers exercisable for securing the public safety and the defence of the Commonwealth.

61. Provision is made for the giving of notices pursuant to the regulations.

62. Persons claiming to act under any permit granted under the regulations are required to produce such permit when directed.

63. The Naval Board and the Military Board are authorised to appoint competent authorities to carry out the regulations.

63a. Competent authorities and senior officers of police are authorised to extend to any natural-born subject, whose father or whose father's father was a subject of a sovereign or State at war with His Majesty, all or any of the restrictions imposed on aliens or on alien enemies by any order made under the Act.

63b. The provisions of the Aliens Restriction Order 1915, with reference to alien enemies, are declared to apply to any British subject who is also a subject of a sovereign or State which is at war with His Majesty.

64. Persons born in the British dominions, who, by birth, became by the law of any State which is at war with the King subjects of that State, are declared to be subject to the same restrictions with reference to departure from Australia as are imposed on naturalised persons by any order made under the Act.

64a. The payment of moneys to persons interned on the warrant of the Minister is prohibited, except with the permission of the Minister, or of the Secretary or Acting-Secretary of the Department of Defence.

64b. The remitting of money from the Commonwealth without the written permission of the Minister, or of the Secretary or Acting-Secretary of the Department of Defence, to any enemy subject, or to any naturalised British subject who has at any time been the subject of a State at war with the King, is prohibited.

The Aliens Restriction Order 1915, made under the authority of the *War Precautions Act*, contains restrictions as to aliens entering and leaving the Commonwealth, and as to alien enemies resident in the Commonwealth. The principal provisions are as follows:—

Aliens are permitted to enter and leave the Commonwealth only at Darwin, Thursday Island, Brisbane, Newcastle, Sydney, Melbourne, Port Adelaide, Albany, Fremantle, Broome, and Hobart.

The deportation of any alien may be ordered by the Minister.

Masters of ships about to sail from a Commonwealth port may be required to give passages to aliens.

Alien enemies and naturalised subjects of enemy origin are forbidden to leave the Commonwealth without permission.

Aliens entering and leaving the Commonwealth are required to have passports.

Alien enemies may be required to reside in any specified area, and may be forbidden to enter prohibited areas.

Alien enemies are required to register with the police, and to report at such intervals as may be required. They are forbidden to change their places of residence or travel without permission, and are required to report on arrival at a new place of residence.

Naturalised subjects of enemy origin may be required to report themselves to the police, and may be forbidden to change their place of residence or travel unless they first give notice to the police.

Alien enemies and naturalised subjects of enemy origin are forbidden to enter British ships, or wharves, or docks.

Alien enemies are forbidden to be in possession of firearms or other weapons, ammunition, or explosives suitable for use in war.

They are also forbidden, without permission of the police, to be in possession of other firearms, ammunition, or explosives, of inflammable liquids in quantities exceeding three gallons, of signalling apparatus, carrier or homing pigeons, motor vehicles or boats, ciphers or codes, telephones, photographic apparatus, or military or naval maps, charts, or handbooks.

Naturalised subjects of enemy origin are forbidden, without permission of the police, to be in possession of firearms, ammunition, or explosives.

The circulation among alien enemies of any newspaper published in Australia wholly or mainly in the language of a State at war with His Majesty is prohibited, unless permission has been obtained.

Alien enemies are prohibited from carrying arms.

Alien enemies and naturalised subjects of enemy origin are prohibited from changing their names without permission.

Provision is made for exempting from certain provisions of the Order subjects of enemy powers who belong to races opposed to the rule of such powers.

The competent authorities may direct that any of the provisions of this Order as to alien enemies or naturalised subjects of enemy origin shall, in particular cases, be applicable to other aliens or naturalised subjects.

The competent authorities may also direct that any restrictions imposed on aliens or on alien enemies by the Order shall apply to any naturalised subject of enemy origin.

The following regulations have also been made under the Act:—

The War Precautions (Land Transfer) Regulations 1916, which restrict the transfer of land to persons of enemy descent.

The War Precautions (Enemy Shareholders) Regulations 1916, which restrict the holding of shares in companies by persons of enemy descent.

The War Precautions (Price Adjustment) Regulations 1916, which provide for the fixing of the prices of food stuffs and other commodities.

The War Precautions (Companies) Regulations 1916, which restrict the issue of new capital by companies and associations.

The War Precautions (Shipping) Regulations 1916, which restrict the departure of shipping from the Commonwealth without the permission of the Comptroller-General of Customs.

§ 7. Persons of Enemy Birthplace.

The following table shews the estimated number of males of enemy birthplace (natives of Germany, Austria-Hungary, Turkey, and Bulgaria, whether naturalised or otherwise, but exclusive of persons of British parentage), in each State at the 31st July, 1915, and the estimated number naturalised. While the States and military districts are not quite conterminous, they approximate sufficiently to admit of the comparison:—

MALES OF ENEMY BIRTHPLACE IN THE COMMONWEALTH AT 31st JULY, 1915.

State and Military District.				Male Enemy Subjects.*	Number Naturalised.*	Number not Naturalised.*
Queensland	1st Military District	...		8,080	6,640	1,440
New South Wales	2nd " "	...		6,460	4,330	2,130
Victoria	3rd " "	...		4,920	3,300	1,620
South Australia	4th " "	...		3,270	2,630	640
Western Australia	5th " "	...		3,190	1,280	1,910
Tasmania	6th " "	...		380	320	60
Total	...	...	...	26,300	18,500	7,800

* These figures are based on Census returns, and can only be considered as a rough approximation.

The number of females of enemy birthplace in the Commonwealth at 31st July, 1915, is estimated at about 12,000.