

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 were then in course of erection. 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, there is an administrative and instructional staff of professional soldiers. 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 1903-17 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, 1915 and 1917. 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.

Owing to experience gained during the progress of the present war, many deficiencies and defects were discovered in the Defence Act 1903-15, and in order to adjust these matters, and to embody further provisions necessary in view of the emergencies arising out of a state of war, further legislation was passed in 1917. The principal features of this Amending Act were as follows:—(a) Delegation by Governor-General of power to appoint or promote Officers; (b) Provision for maintenance of additional permanent forces in time of war; (c) Validation of irregular appointments and enlistments; (d) Amendment of definition of "active service"; (e) Application of the Army Act to Australian troops; (f) Powers in relation to Courts Martial and laws applicable thereto; (g) Medals and decorations.

(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 universal liability 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. 1014) 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, the late 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 of State Schools on behalf of the Defence Department. The instructors of physical training perform these duties for the non-State Schools and 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 either night drills or quarter-day 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, a minimum of 36 hours of which is to be done in the employer's time, the remainder in the cadet's leisure time. Registration of every male born in 1894 or subsequently, and who has resided for six months in the Commonwealth, must, if his *bonâ 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 training, 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. 1016 *infra*). The home training (total eight days) is divided into whole days, half-days, and nights, the respective minimum duration of these being six, three, and one and a-half hours; two half-days or four nights counting as one whole day.

(ix.) *Allotment to Arms.* Trainees to the number required are first allotted to the naval forces. There is no allotment during senior cadet training to particular branches of the military service. Upon transfer to the citizen soldiery, cadets with special educational or technical qualifications are drafted as recruits to one or other of the specialist

or departmental corps to the required number; the bulk go to infantry. All other arms, except light horse, are maintained by annual quotas transferred from the senior cadets, as laid down in annual establishments. In the light horse, enrolment is not compulsory, since each recruit is required to provide his own horse; and, while every encouragement is given to eligible trainees to enrol, voluntary enlistment by those not liable for compulsory service is continued for the present.

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

(x.) *Exemptions.* Status, condition, employment, or place of abode, may exempt from service. In time of war the exemptions are as follows:—Aliens and non-Europeans; persons certified as medically unfit; members and officers of Commonwealth and State parliaments; judges and 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 a 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; and the employer is compelled to pay the senior cadet's wages for the time he is away from work for the purpose of training (see Section 134 (1A) of Defence Act 1903-17).

A heavy penalty is enacted for evasion of service as required under the Act by those liable to serve. Penalties take the form of 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 coloured 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. 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, harness and saddlery.

(xv.) *Reserves.* The reserves consist of (a) certain officers transferred from the active list to the reserve of officers; (b) members of the Australian Army reserve; (c) members of rifle clubs. The reserve of officers includes (i.) officers who have been fully trained and are still capable of serving, but who, being unable to continue on the active list through pressure of business engagements, removal to rural districts or such like causes, have joined the reserve; (ii.) officers of the Australian Army Medical Corps for whom no vacancies exist in the active list, but who are required for medical duties with units and in areas. The Australian Army reserve was formed in November, 1916, with the object of (i.) utilising the experience gained by members of the Expeditionary Forces as a national insurance for the future peace of Australia; (ii.) affording those who have served in any of the Empire's wars prior to the present one an opportunity to give the benefit of their war-won experience should the necessity arise; (iii.) giving the units of citizen forces numbers to preserve the traditions won in Gallipoli and Egypt, and on the Western and other fronts; (iv.) linking up to each of the re-numbered units of the citizen forces a reserve of men to set up before the trainees a standard of self-sacrifice and soldierly conduct. The Australian Army reserve consists of officers, non-commissioned officers and men who have seen active service, not only in the present war, but in all wars in which the Empire has been engaged. Ex-members of the permanent military forces are also eligible for membership. Enlistment is voluntary. Rifle clubs are established in a large number of localities throughout the Commonwealth. On the 31st December, 1917, there were 1512 clubs with a membership of 100,389, and in addition 152 miniature rifle clubs having a membership of 8676. Applications to form rifle clubs are made

to the commandant of a district, and must be signed by not less than thirty male persons between the ages of sixteen and sixty, who are required to be natural-born or naturalised British subjects, and are not undergoing training under the universal clauses of the Defence Act. Persons, however, who are temporarily exempted from universal training may be permitted to join rifle clubs during the period of their temporary exemption. Members of rifle clubs must fire an annual course of musketry, but do not undergo any systematic drill. From the outbreak of the present war until the 31st March, 1917, 24,735 members of rifle clubs enlisted for service abroad with the Expeditionary Forces. Commissions as lieutenants and appointments as non-commissioned officers in the reserve forces may be granted to members of rifle clubs who pass the prescribed examinations and fulfil other conditions in regard to efficiency, etc.

(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 have approximately equal numbers 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 the recruits (18-19 year), but not the 25-26 year men.

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

State.	Brigade Areas.	Battalion Areas.						Training Areas.	
	No.	No. of Battalions.	Providing the undermentioned units.				Total Nos. in Training Areas.	No.	
			Infantry and Proportion of Engineers, A.S.C. and A.M.C.	Light Horse.		Field Artillery.			
				Squadrons.	Nos.	Batteries.			Nos.
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 210 officers and 779 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, manoeuvres, etc., carried out. Some of the institutions have large and well-selected libraries.

Schools of instruction are also conducted for junior officers.

(xix.) *The Royal Military College, Duntroon, Federal Territory*, is established for the purpose of providing trained 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 December, 1917) is at present 127.

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 December, 1917, the staff numbered—military, 34; civil, 15.

(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 regards to concentration and mobilisation of troops. To prevent delay in the transport of troops, particularly that caused by the transshipment 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 have been instituted, and numbered 55 officers on 1st April, 1917. 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 the 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 occurred 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 1909, 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 per cent. certified as fit.

(d) *Summary of the Working of the System, 1913 to 1917 (Third, Fourth, and Subsequent Stages).* The numbers up to 31st December, 1917, include the 1894 to 1899 annual quotas, who on 1st July, 1912, and each 1st July thereafter to 1917, 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 the 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 1917.* 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 has been considerable. The following table shews the development:—

STRENGTH OF MILITARY FORCES, 1901 and 1911 to 1917.

*District.	1901. †1/3/01.	1911. 30/6/11.	1912. 30/6/12.	1913. 30/6/13.	1914. 30/6/14.	1915. 30/6/15.	1916. 30/6/16.	1917. 30/6/17.
Headquarters ...	...	†141	†140	†277	†330	†416	†360	†377
1st Queensland ...	4,310	3,371	3,357	4,625	5,844	7,734	9,379	11,415
2nd New South Wales ...	9,772	8,206	8,163	12,105	16,365	21,661	24,761	28,783
3rd Victoria ...	7,011	6,905	6,896	10,840	14,326	18,823	23,830	29,131
4th South Australia ...	2,956	1,990	1,869	3,228	4,708	6,527	8,154	9,767
5th Western Australia ...	2,283	1,600	1,451	1,685	2,046	3,004	4,197	4,882
6th Tasmania ...	2,554	1,986	1,820	1,777	2,026	2,807	3,446	4,007
Total ...	28,886	24,199	23,696	34,537	45,645	60,972	74,127	88,362

* 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, 1917, were as follows:—

ARMS OF THE COMMONWEALTH DEFENCE, 1917.

Light Horse ...	10,619	Aust. Flying Corps	1	Administrative and	
Field Artillery ...	4,515	Army Nurs'g Service	366	Instructional Staff	1,125
Garrison Artillery ...	1,627	Army Pay Corps ...	255	Pay Department,	
Engineers ...	4,724	Army Vet'ary Corps	25	Rifle Ranges, Rifle	
Infantry ...	57,043	Ordnance Departm't		Clubs, Officers, etc.	519*
Intelligence Corps	9	(including Arma-	538	Royal Military C'lege	148*
Army Service Corps	2,101	ment Artificers) ...			
Army Medical Corps	3,009	Area Officers ...	235	Grand Total ...	86,456†

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

(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, 1917:—

CLASSIFICATION OF LAND FORCES, 1917.

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 ...	377*	444	1,478	915	232	314	163	3,923
Citizen Soldiers ...	...	10,900	27,204	28,124	9,479	4,365	3,721	83,793
Engineers and Railway Staff	6	10	9	8	5	8	5	51
Corps ...	...	32	26	8	16	180	104	366
Army Nursing Service	...	29	66	76	35	15	14	235
Area Officers ...	...	13,182	32,258	24,350	10,458	10,691	5,795	101,734
Rifle Clubs ...	...	11,495	33,009	27,560	8,942	5,535	3,201	89,742
Senior Cadets ...	...	44	69	55	22	17	21	228
Unattached List of Officers	...	272	280	511	216	187	88	1,554
Reserve of Officers ...	...	52	79	74	43	37	31	316
Chaplains ...	...	...	...	...	...	...	...	...
Grand Total ...	383	41,460	94,478	81,681	29,448	21,349	13,143	281,942

* 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, 1917 (1894,
1895, 1896, 1897, 1898, and 1899 QUOTAS).**

Military District.	Total Registrations.	Total Medically Exam'd.	Number Medically Fit.	P'centage Medically Exam'd who are Fit.	Number Unfit and Temporarily Unfit	P'centage Medically Exam'd who are Unfit and Temporarily Unfit	Total Exemptions Granted in Training Areas.	Total No. Liable for Training
1899 QUOTA.								
1st ...	3,167	3,103	2,305	74.28	798	12.85	809	2,358
2nd ...	8,824	7,194	5,650	78.45	1,544	10.72	2,353	5,650
3rd ...	6,720	6,383	5,150	80.68	1,233	9.65	1,274	4,746
4th ...	2,262	2,215	1,809	81.6	406	9.13	426	1,836
5th ...	1,203	1,171	974	83.2	197	8.35	197	974
6th ...	892	766	639	83.42	127	8.28	192	639
Total ...	23,068	20,832	16,527	79.32	4,305	20.65	5,251	16,203

1894, 1895, 1896, 1897, AND 1898 QUOTAS.

Military Dist.	Total Registrations in Training Areas.						Exemptions Granted.						Number Liable for Training.
	Quota 1894.	Quota 1895.	Quota 1896.	Quota 1897.	Quota 1898.	Total.	Quota 1894.	Quota 1895.	Quota 1896.	Quota 1897.	Quota 1898.	Total.	
1st ...	3,127	3,483	3,488	3,392	3,072	16,562	779	828	828	759	710	3,904	12,658
2nd ...	8,116	8,519	8,851	8,709	7,759	41,954	1,711	1,972	2,251	2,129	1,813	9,876	32,078
3rd ...	7,065	7,441	7,516	7,071	6,324	35,417	1,871	2,051	2,127	1,972	1,463	9,504	25,913
4th ...	2,631	2,976	2,928	2,611	2,088	13,234	758	793	811	863	399	3,624	9,610
5th ...	1,375	1,443	1,346	1,408	1,297	6,869	291	368	322	345	161	1,487	5,382
6th ...	869	952	1,054	908	818	4,601	189	165	213	226	252	1,045	3,556
Total	23,183	24,814	25,183	24,099	21,358	118,637	5,599	6,177	6,552	6,294	4,818	29,440	89,197

**UNIVERSAL TRAINING.—REGISTRATIONS, MEDICAL EXAMINATIONS, AND
EXEMPTIONS TO THE 31st DECEMBER, 1917 (1900 to 1903 QUOTAS).**

SENIOR CADETS.

Military District.	Total Registrations in Training Areas.	Total Medically Examined.	No. Medically Fit.	P'centage Medically Exam'd who are Fit.	Number Unfit and Temporarily Unfit	P'centage Medically Exam'd who are Unfit and Temporarily Unfit	Total Exemptions Granted in Training Areas.	Total No. Liable for Training.	Total No. Actually in Training.
1st ...	14,110	14,029	12,158	86.66	1,871	13.33	1,900	12,210	11,872
2nd ...	37,720	36,965	33,370	90.27	3,595	9.72	4,172	33,370	32,384
3rd ...	31,266	31,156	28,020	89.93	3,136	10.06	3,204	28,062	27,458
4th ...	10,108	10,085	9,175	90.97	910	8.9	933	9,182	9,132
5th ...	6,344	6,342	5,885	92.7	457	7.1	457	5,885	5,771
6th ...	4,188	3,958	3,471	87.69	487	12.30	695	3,471	3,440
Total ...	103,731	102,535	92,079	89.8	10,456	10.18	11,361	92,180	90,057

UNIVERSAL TRAINING.—MEDICAL EXAMINATIONS TO THE 31st DECEMBER, 1917.

JUNIOR CADETS.

Military District.				Total No. Medically Examined.	Number Medically Fit.	Percentage Medically Examined who are Fit.	Number Unfit and Tempor- arily Unfit.	Percentage Medically Examined who are Un- fit & Tem- porarily Unfit.
1st	...	...	...	6,870	6,658	96.9	212	3.1
2nd	...	...	...	21,106	20,691	98.03	415	1.96
3rd	...	...	...	15,574	15,318	98.3	256	1.5
4th	...	...	...	5,250	5,135	97.7	115	2.1
5th	...	...	...	4,397	4,322	98.3	75	1.7
6th	...	...	...	1,764	1,693	95.97	71	4.02
Total				54,961	53,817	97.91	1,144	2.08

§ 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.* 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 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 navalshipbuilding, construction proceeding both in Britain and Australia. Sailors of all ratings were also trained for the Commonwealth service. The first

* Since modified; see page 1025, *infra*.

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

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.

The battle cruiser *Australia* was commissioned in June, 1913, and arrived in Australian waters in the following September. Two light cruisers, the *Melbourne* and *Sydney*, arrived in Australian waters in 1913. A third cruiser, the *Brisbane*, was built at the Commonwealth Naval Dockyard, Sydney. The two submarines arrived in Australian waters in May, 1914. Another cruiser, the *Adelaide*, is now building at the Commonwealth Naval Dockyard, at Cockatoo Island.

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

(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 Battle 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 Battle 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>

LATER ESTIMATED COST OF FLEET UNIT, TOGETHER WITH COST OF VESSELS NOT INCLUDED IN ORIGINAL FLEET UNIT.

1 Battle cruiser	...	...	...	...	£1,705,000
*3 Protected cruisers	...	...	...	...	1,400,000
*6 Destroyers	...	...	...	...	653,000
2 Submarines	...	...	...	...	233,500
Auxiliaries—					
1 Submarine depôt ship	...	...	...	£160,000	
1 Oil tank vessel	...	...	...	120,000	
4 Oil fuel storage vessels (building in					
Australia)...	...	...	...	75,766	
4 Hulks	...	...	...	25,000	
					<u>380,766</u>
Total	...	...	...	...	<u>£4,372,266</u>

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

The following additional amount has been approved for new construction outside the original fleet unit and for increase in cost over estimate

935,563

Total £5,307,829

(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.	396,073
1916-17 ...	Division No. 17, New Works, etc.	374,249
1917-18 ...	Act No. 30 of 1917, New Works, etc.	355,397
Total		5,307,829

(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 depot ships, 1 fleet repair-ship, and the construction would extend over 22 years. The annual cost of *personnel* would be £601,000 in 1913-14, and would increase to £2,226,000 in 1933-4. Annual cost of maintenance of ships in commission would be £262,000 in 1913-4, rising to £1,226,000 in 1933-4. Annual expenditure on construction and maintenance of ships would increase from £2,349,000 in 1913-4 to £4,824,000 in 1932-3. The strength of the fleet would be 23 ships in 1918, 42 ships in 1923, 48 ships in 1928, and 52 ships in 1933. In the earlier years portion of the crews would be obtained from Great Britain, but this would cease in the period 1923-8.

(vi.) *The Compact with the Imperial Government.* The Australian Government is building its navy according to the terms of an official paper (cd. 5746-2) submitted to the Imperial Conference held in London in 1911, and on the plan formulated by Admiral Henderson (after an inspection of Australia's capitals and other ports and coast line, in 1911). There is no formal contract or agreement between the British and the Commonwealth Governments. The last actual agreement was that of 1903, already described on p. 1023. 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 September, 1918, there were 119 cadet midshipmen under training. 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 $14\frac{1}{2}$ 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 they are then drafted to a sea-going warship of the Australian fleet. Recruiting has been satisfactory, there being 235 boys under training on 30th September, 1918.

(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 to 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.*—During the war, information is not published regarding the vessels and personnel of the Sea-going Forces of the Royal Australian Navy. The strength of the Permanent Sea-going Forces is approximately 400 officers and 4500 petty officers and men. Besides the Sea-going Forces, there is a R.A.N. Brigade, which is composed of Citizen Naval Trainees and men enlisted for Home Naval Service on shore (mostly returned soldiers). The personnel of the Sea-going Forces, which was originally largely composed of Imperial officers and men is now mainly Australian in character and will become more so as training schools and establishments for the higher and more technical grades are established after the war.

§ 3. Expenditure on Defence.

1. **Expenditure, 1912-13 to 1917-18.**—The following table gives the expenditure of the Department of Defence from 1912-13 to 1916-17, and the estimate for 1917-18:—

EXPENDITURE ON DEFENCE, 1912-13 to 1917-18.

Branch or Department.	1912-13.	1913-14.	1914-15.	1915-16.	1916-17.	1917-18. Estimate
Administrative — Central Administration ...	£245,918	£217,804	£211,327	£367,967	£247,028	£161,343
Naval Forces ...	608,955	1,005,649	1,383,030	1,447,068	1,449,062	1,508,890
Military Forces ...	1,401,246	1,538,544	1,125,949	988,737	1,111,861	1,251,949
Rent, Repairs, and Maintenance ...	58,746	70,471	79,665	94,146	84,283	100,482
Additions, New Works, Lands, etc. ...	327,888	275,765	258,081	390,774	163,832	160,173
Military Stores ...	551,895	416,842	265,252	242,527	183,091	179,500
Audit Office ...	1,298	1,362	2,397	6,552	12,297	24,300
Pensions and Retiring Allowances ...	1,121	1,103	1,427	1,262	1,115	1,380
Supervision of Public Works by State Officers ...	4,935	7,773	6,119	4,573	2,831	3,250
Naval Agreement† ...	166,600	...	...	...	...	...
Fleet Unit ...	585,342	753,633	568,204	396,072	374,249	400,000
Naval Works ...	268,393	218,839	362,782	789,400	913,265	192,815
Interest and Sinking Fund on Transferred Properties ...	123,561	94,858	177,741	128,439	129,570	129,570
Miscellaneous ...	1,307	252	3,320	5,798	522	5,828
Sites for Defence purposes ...	...	136,497	66,364	120,558	129,809	4,200
Machinery, etc., Cockatoo Is. ...	...	...	42,782	66,840	§	§
Proportion Public Works Staff Salaries ...	...	12,908	13,881	21,320	19,200	20,250
Total (ordinary) ...	4,346,305	4,752,300	4,568,321	5,072,183	4,822,015	4,143,930
Buildings and Sites provided from loan funds ...	...	...	...	...	...	966,403
War Expenditure† ...	...	...	15,011,335	41,201,946	61,535,891	97,160,581
Total Expenditure on Defence...	4,346,305	4,752,300	19,579,656	46,274,129	66,357,906	102,270,914

* Includes establishments under the control of the Central Administration. † Ceased on 30th June, 1913. ‡ Details of war expenditure will be found on page 1033. § Included in naval forces above.

2. **Appropriation for Defence Purposes, 1901-2 to 1917-18.**—In the following table the Defence expenditure for the whole Commonwealth period, 1901-2 to 1917-18, is given:—

ANNUAL DEFENCE EXPENDITURE.

Year.	Naval.			Military.			Total Defence Expendi- ture.
	Under Ordinary Votes and Appropriations.	Works, Arms, Equip'm't. &c. (provided under Estimates for New Works and Buildings).	Total Naval.	Under Ordinary Votes and Appropriations.	Works, Arms, Equip'm't. &c. (provided under Estimates for New Works and Buildings).	Total Military.	
1901-2	£178,819	...	£178,819	£777,620	£2,640	£780,260	£959,079
1902-3	149,701	...	149,701	595,115	5,537	600,652	750,353
1903-4	240,005	86	240,091	502,517	113,156	615,673	855,764
1904-5	200,394	5,394	205,788	533,945	194,865	728,810	934,598
1905-6	250,273	1,743	252,016	548,439	169,890	718,329	970,345
1906-7	285,190	652	285,772	585,516	194,507	780,023	1,035,795
1907-8	289,247	250,958	510,205	634,579	189,960	824,539	1,334,744
1908-9	283,207	4,065	267,262	886,365	96,965	783,330	1,050,592
1909-10	289,051	60,668	329,739	928,393	277,273	1,205,666	1,535,405
1910-11	303,493	1,161,541	1,465,034	1,092,305	448,687	1,540,992	3,006,026
1911-12	461,546	1,178,920	1,534,466	1,667,103	780,279	2,447,382	4,081,848
1912-13	806,881	853,735	1,660,616	1,805,806	879,883	2,685,689	4,346,305
1913-14	1,006,424	980,677	1,987,101	1,944,297	820,902	2,765,199	4,752,300
1914-15	5,991,776	936,081	6,970,639*	12,024,415	584,602	12,609,017	19,579,656
1915-16	7,501,565	1,216,637	8,785,042†	36,765,044	724,043	37,489,087	46,274,129
1916-17	7,807,558	1,359,919	9,267,475	56,685,097	405,334	57,090,431	66,357,906
1917-18*	6,844,780	197,015	8,116,795‡	93,523,043	339,673	94,154,119§	102,270,914

* Includes £42,782 loan expenditure on works. † Includes £66,840 loan expenditure on works.

‡ Includes £1,075,000 loan expenditure on works. § Includes £291,403 loan expenditure on works.

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.**—The special war expenditure during the present war will be found on page 1033.

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, were 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	4,568,281	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, 1918, there were 158 persons employed, including 58 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, 1918, the employees numbered 187. 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, 1918, was 622, of whom 536 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 1300 on 31st March, 1918. A fifth Commonwealth factory has been established at Geelong, Victoria, for uniform materials and woollen fabrics, and commenced operations the latter part of 1915. 249 persons were employed on 31st March, 1918, including 119 females.

2. **Expenditure.**—The value on 30th June, 1917, of land, machinery and plant, factory fittings, and furniture in connection with the factories now in operation, was approximately as follows:—

Small Arms Factory...	...	...	...	£230,082
Cordite Factory ...	...	...	...	140,882
Clothing Factory ...	...	...	...	24,985
Harness Factory ...	...	...	...	16,273
Woollen Cloth Factory ...	...	...	...	156,811

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. These sections were so organised as to be capable of rapid expansion in case of emergency, and when war was declared in 1914 little difficulty was experienced by the Remount Service in coping with the enormous task of obtaining and training horses for the mounted units of the A.I.F. and in providing for the shipment of horses to Egypt and India as required.

§ 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	5,873
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	1,803	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.

(i.) *Australian Imperial Force.* Up to 31st March, 1918, the troops despatched from Australia for active service numbered 315,326. These were organised chiefly into the undermentioned units, some of which have since been disbanded or absorbed into other units:—

(a) *Army Corps Troops—*

- 2 Army Corps Mounted Regiments.
- 2 Corps Cyclist Battalions.
- 3 Army Field Artillery Brigades.
- Army Corps Engineers.
- Army Corps Wireless Telegraph Section.
- Entrenching Battalion.
- Topographical Section.
- Police Corps.

(b) *Mounted Division—*

- 4 Light Horse Brigades (12 Regiments).
- 4 Machine Gun Squadrons.
- Field Squadron Engineers.
- 2 Field Troops ,,
- Signal Squadron ,,
- 4 Signal Troops ,,
- Mounted Divisional Train (A.S.C.).
- 2 Depot Units of Supply.
- 4 Mobile Veterinary Sections.

(c) *5 Divisions—*

- 15 Infantry Brigades (60 Battalions).
- 5 Pioneer Battalions.
- 15 Machine Gun Companies.
- 10 Field Artillery Brigades (40 Batteries).
- 5 Divisional Ammunition Columns.
- 45 Trench Mortar Batteries.
- 15 Field Companies Engineers.
- 5 Divisional Signal Companies.
- Wireless Signal Sections.
- 5 Divisional Trains, 20 Companies (A.S.C.)
- 5 Field Bakeries.

- 5 Field Butcheries.
- 25 Depot Units of Supply.
- Motor Ambulance Workshop.
- 5 Mobile Veterinary Sections.
- 15 Field Ambulances.
- 5 Sanitary Sections.
- 5 Infantry Base Depots.

(d) *Miscellaneous Units—*

- Siege Artillery Brigade (2 Batteries).
- 4 Service Flying Squadrons.
- 3 Training Flying Squadrons.
- Aeroplane Squadron ($\frac{1}{2}$ Flight) for service in Mesopotamia.
- Mining Corps (3 Companies).
- 3 Tunnelling Companies.
- Electrical and Mechanical Mining and Boring Company.
- Naval Bridging Train.
- Divisional Ammunition Park.
- 5 Divisional Supply Columns.
- Reserve Park.
- Armoured Motor Car Section.
- Railway Supply Detachment.
- 5 Railway Sections.
- 2 Remount Units.
- Remount Section.
- 2 Veterinary Sections.
- Veterinary Hospital.
- Wireless Signal Squadron for service in Mesopotamia.
- 3 Battalions Imperial Camel Corps (12 Companies).
- Camel Brigade Field Ambulance.
- Cavalry Divisional Signal Squadron for service in Mesopotamia.
- 4 General Hospitals.
- 3 Casualty Clearing Stations.
- 3 Auxiliary Hospitals.
- 2 Stationary Hospitals.
- Dermatological Hospital.
- Salvage Corps.
- Army Ordnance Corps.
- Army Ordnance Corps (I.O.M. Section).
- 2 Hospital Ships.
- Dental Services.
- Nursing Services.
- Other Administrative, Training and Departmental Units.
- Naval and Military Expeditionary Force (for service in New Guinea).

Troops in Training.—In addition to the above units, on the 31st March, 1918, there were 7397 troops in training throughout Australia in preparation for despatch to the front.

Reinforcements.—Reinforcements are despatched monthly for all units of the A.I.F. and from time to time as required, for the troops serving in Mesopotamia and German New Guinea.

Enlistment.—Enlistment is for General Service, except for technical arms such as Flying Corps, Siege Artillery, Railway Sections, Wireless and Skilled Medical details.

(ii.) 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 31st March, 1918, are as follows:—

CASUALTIES IN AUSTRALIAN IMPERIAL FORCE TO 31st MARCH, 1918.

						All Ranks.
Deaths from wounds or disease	...	...	...	...	...	*43,475
Missing and prisoners	...	...	...	...	...	*3,627
Casualties from wounds or gas	...	...	...	...	...	116,594
Sick	...	...	...	...	...	68,414
Casualties not specified	...	...	...	...	...	*214
Total						232,324

The figures marked * represent actual net totals after all corrections consequent upon erroneous and later advices, etc., have been taken into account. The wounded and sick represent totals reported by cable and are in excess of the actual number of men affected, because many are admitted to hospital more than once.

(iii.) 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.

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 Deutsches Südsee Schutzgebiet*) 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.

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*, etc., 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.

(iv.) *Special War Expenditure, 1914-18.* The estimate of special war expenditure as given in the annual estimates, 1917-18, is shown below. The war expenditure for the three previous years is also given. Reference to War Finance will be found in Section XIX., Commonwealth Finance, pp. 775 and 782.

SPECIAL WAR EXPENDITURE, 1914-18.

Particulars.	1914-15.	1915-16.	1916-17.	1917-18.*
	£	£	£	£
Special expenditure on Expeditionary and Australian forces—				
Naval	4,288,253	5,249,166	4,089,919	4,115,750
Military	10,232,787	32,474,340	47,667,248	73,317,630
Interest on loan from British Government for war purposes	36,489	843,893	2,082,258	2,264,220
Interest on Commonwealth War Loan ... ..	...	999,976	2,723,823	5,425,720
Interest on Treasury Bills in aid of Revenue	78,656	14,845	14,485	...
Sinking Funds on Loans for War Purposes ... ..	...	200,777	1,167,127	771,260
Grant to Australian Soldiers' Repatriation Fund ... ..	...	250,000	...	1,000,000
War Pensions	437	139,460	1,185,907	2,637,168
War Census ... ..	...	57,444	11,711	...
Referendum Military Service ... ..	...	...	79,427	85,385
Trading Vessels	153,973	318,285	674,565	1,000,000
Miscellaneous	219,305	643,170	756,900	75,783,318
Premiums on Life Assurance policies of Commonwealth public servants who are members of Expeditionary forces	1,435	10,590	1,082,521	760,130
Total	15,011,335	41,201,946	61,535,891	97,160,581

* Estimate. † Included in the estimate for 1917-18 are amounts of £3,850,000, advances to States for construction and erection of silos for wheat storage (to be recovered); and £2,000,000, advances to States for settlement of returned soldiers on the land.

(v.) *War Pensions.* Pensions payable under the War Pensions Act 1914 in case of death or incapacity are on the following scale:—

SCALE OF PENSIONS PAYABLE.

(a) 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 0	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		

(b) 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.

(c) 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.

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

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

(f) 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*, empowers 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, 12A and 12B. Premises licensed for the sale of intoxicating liquor may be closed and the sale of liquor in specified areas may be prohibited.

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.

16A. Meeting of associations, clubs, etc., the members of which consist mainly of persons of enemy origin or descent, may be prohibited.

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.

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

17E. Persons who are defaulters from military service in New Zealand may be required to return to that Dominion.

17EA. Reservists of Allied Powers who refuse to render military service when called upon by their Consuls may be punished.

17EE. Power is given to the Naval Board to provide for the enclosure, light and provision of buildings on wharves.

17F. Power is given to search persons and goods on ships and wharves.

17G. Orders may be given for the removal of dangerous goods, etc., from wharves.

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 enemy agents is prohibited; communication with spies is prohibited.

19B. Postal articles intended for enemy countries to bear endorsement that they are so intended.

19C. The unlawful possession, etc., of official documents is made an offence.

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.
- 25C. Books published in Australia and newspapers, magazines or periodicals wherever published may not be sent out of the Commonwealth to neutral or enemy countries except by publishers or newsagents who have obtained permission from the censorship.
26. The use of searchlights, semaphores, or other apparatus intended for signalling is prohibited.
- 26A. Notice must be given to the Military Commandant before aircraft are navigated for a distance of more than 50 miles.
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.
- 27A. Persons who advocate disloyalty or hostility to the British Empire may be punished.
- 27B. Persons who wear or display any badge, flag, banner, emblem or symbol of an enemy country, or of a disaffected body or association, or of the Sinn Fein movement, may be punished.
- 27C. Power is given to close places of public resort and clubs, the use of which is prejudicial to the public safety or the defence of the Commonwealth.
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 to the Censor matter relating to the war before printing or publication.
- 28AA. Power is given to require writers of pamphlets to submit to the Censor before publication matter relating to recruiting.
- 28AB. Power is given to declare publications to be prohibited, and the possession of any prohibited publication is made an offence.
- 28AC. Power is given to seize injurious printed matter.
- 28AD. Persons who print, publish, sell or distribute any matter forbidden by the censorship, may be punished.
- 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.

40B. Seamen on ships chartered, etc., by the Commonwealth or Imperial Government who desert, are declared guilty of an offence against the Act.

40C. Persons who interfere with the discharge, loading, etc., of ships may be punished.

40D. Persons who interfere with shearing may be punished.

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.

41B. The use of drugs interfering with medical examination of recruits is prohibited.

41C. Persons who make false statements on attestation papers may be punished.

41D. Power is given to State Recruiting Committees to compel the exhibition of recruiting films in picture theatres.

42. The unauthorised use of naval or military uniforms is prohibited.

42A. The sale of uniforms or parts of uniforms without permission is prohibited.

42AA. Power is given to prohibit the sale of articles of equipment the use of which may be dangerous, or in respect of which untrue or misleading statements are made.

42B. Use, without permission of Minister, of badges, etc., intended to indicate that the wearer is a person rejected for active service, is forbidden.

42C. Sale of phosphorus without permission is prohibited.

42D. Dyeing military clothing 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 an offence.

44A. Persons who supply short quantities or short weight for the Forces may be punished.

45. Falsifying reports, etc., is an offence.

45A. The making of untrue statements in applications for separation allowances, etc., is made an offence.

45B. Falsely pretending to be a returned soldier or sailor is made 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. The right of any relative or dependant of a soldier to receive allotments of his pay or separation allowance is made incapable of assignment.

47B. Allotment of soldiers' pay and separation allowance is declared to be non-assignable.

47C. Defacing posters, etc., issued by the Department of Defence or the Department of the Navy is prohibited.

47D. Articles supplied or issued by the Red Cross are not to be sold.

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.

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.

58A. Provision is made for the punishment of offences by corporate bodies.

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-59E. Provision is made for the proof in legal proceedings of orders or instruments issued by competent authorities under the regulations, of printing or publication or authorship of printed matter, and of certain formal matters.

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.

63C. Naturalised persons of enemy origin, if their naturalisation is cancelled, are declared to be alien enemies.

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.

64BA. Persons holding money on behalf of enemy subjects may be required to hand it to the Public Trustee.

64C. Provision is made for the disposal of unclaimed parcels sent to members of forces.

64D. The establishment of a Commonwealth Police Force is authorised.

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 War Precautions (Aliens Registration) Regulations 1916 provide that all aliens entering Australia, and all aliens in Australia over the age of 16 years, shall register with the police. In their applications for registration they are required to state their name in full, nationality, birth-place, date of birth, place of residence, place of business (if any), occupation and date of entry to the Commonwealth. On registration they receive a certificate which states the nationality claimed by them, their date of birth and place of abode, and contains a personal description.

Aliens resident in the Commonwealth are required to inform the police before they change their place of abode, and to report to the police on taking up a new place of abode.

Aliens who wish to change their names are required to give notice to the police.

The keepers of hotels, inns, boarding-houses and lodging-houses are required to keep registers of aliens staying on their premises, containing the name, nationality, date of arrival, previous place of abode, date of departure, destination on departure, and other particulars of aliens.

The War Precautions (Passports) Regulations 1916 provide that persons over the age of 16 years entering or leaving the Commonwealth must be in possession of passports issued or renewed not more than two years previously, containing a personal description and having a photograph attached. The following classes of persons are exempt from the regulations :—

- (a) Members of the Naval or Military Forces entering or leaving the Commonwealth on duty.
- (b) Crews of ships if signed on in the Commonwealth.
- (c) Crews of ships if entering and leaving the Commonwealth on the same ship.
- (d) Persons going to New Zealand and other adjacent British possessions, subject to certain limitations.
- (e) Holders of certificates of exemption from the dictation test under the Immigration Acts 1901-1912.
- (f) Holders of emergency permits to leave the Commonwealth.
- (g) Persons entering or leaving the Commonwealth in the custody of the law.
- (h) Persons ordered by the Government of the Commonwealth or by any State to leave the Commonwealth.
- (i) Aboriginal natives of Asia or of any island in the East Indies or in the Indian or Pacific Ocean leaving the Commonwealth.

All persons entering the Commonwealth are required to give up their passports before landing. If they subsequently leave, their passports are returned to them on departure.

Other regulations made under the Act are :—

The War Precautions (Active Service Moratorium) Regulations 1916, which provide for the postponement until six months after the expiration of the War of payment of principal money (but not interest) secured by mortgages, and payments of purchase money under agreement for the purchase of land, due by members of Forces serving abroad or their female dependents.

These Regulations also contain a provision that 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 soldier or female dependent, not exceeding £50 in value, shall be protected from distress, or seizure under a bill of sale, writ of execution or other process of a Court, or under the provisions of hire purchase agreements.

The War Precautions (Coal Tar) Regulations 1916, which provide for the supervision of the distillation of coal tar, and forbid the use of crude tar except with the permission of the Minister.

The War Precautions (Coaling Battalions) Regulations 1916, which provide for the raising of Coaling Battalions to coal Transports.

The War Precautions (Coinage) Regulations 1916, which forbid the defacing or destroying of gold coins.

The War Precautions (Companies, Firms and Businesses) Regulations 1916, which restrict the issue of new capital by Companies, Associations, etc., prohibit the voluntary liquidation of Companies without the consent of the Treasurer, and provide that the consent of the Treasurer must be obtained for the erection of buildings for amusement purposes.

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

The War Precautions (Glycerine) Regulations 1916, which provide for the requisitioning of glycerine.

The War Precautions (Hides) Regulations 1916, which give power to regulate the purchase or sale of hides.

The War Precautions (Land) Regulations 1916, which restrict the acquisition of land by persons who are not natural-born British subjects.

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

The War Precautions (Moratorium) Regulations 1916, which restrict the right of mortgagees to enforce payment of mortgages.

The War Precautions (Patents) Regulations 1916, which provide for the establishment of a Patents Inquiry Board to investigate applications for patents, publication of which might be detrimental to the public safety or the defence of the Commonwealth.

The War Precautions (Prices) Regulations 1916, which provide for the regulation of the prices of commodities.

The War Precautions (Rabbit Skins) Regulations 1916, which give power to regulate the purchase or sale of rabbit skins.

The War Precautions (Sheep Skins) Regulations 1916, which give power to regulate the purchase or sale of sheepskins.

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

The War Precautions (Mining) Regulations 1916, which enact that no contract of agreement for the purchase or acquisition of any mining or metallurgical company or business or of any security issued by any mining or metallurgical company or business for the purpose of raising money, by or on behalf of any person other than a natural born British subject shall be entered into unless consent has been first obtained.

The War Precautions (Galvanized Iron) Regulations 1917, prohibiting the use of galvanized iron for certain purposes.

The War Precautions (Control of Sports) Regulations 1917, regulating the holding of any race meeting for horses, or any competition or contest in boxing, football, or other athletic game or sport.

The War Precautions (Leather Industries) Regulations 1917, establishing local committees having power to determine quantities of hides for tanning and export and to determine the classes, quantity and output of leather.

The War Precautions (Luxuries Restriction) Regulations 1917, providing for the appointment of a committee to enquire into and make recommendations in relation to goods or classes of goods, the importation of which should be prohibited or restricted as being articles of luxury, or any article the importation of which is not essential to the general comfort, health or welfare of the community.

The War Precautions (Meat) Regulations 1917, requiring persons to furnish returns of all live stock and meat owned or possessed by them.

The War Precautions (Stocks of Goods) Regulations 1917, providing that no person, firm or company shall purchase goods (gazetted as prescribed goods) without consent in writing. Returns of stocks to be furnished when required. Persons may also be required to sell such goods.

The War Precautions (Wharf) Regulations 1917, which provide that the Commonwealth may enter upon and take possession of the wharf at Port Pirie (South Australia).

The War Precautions (Winter Butter Pool) Regulations 1918, for determining quantities, purchase and delivery, and general trade of butter.

The War Precautions (Flax) Regulations 1918, providing for the appointment of a committee to collect particulars of stocks, price, cultivation, distribution, sale, quality, etc., of flax.

The War Precautions (Tallow) Regulations, 1918, giving the Minister for Defence, or authorised officer, power to requisition on stocks of tallow held by factories or works.

The War Precautions (Supplementary) Regulations 1916, which contain provisions:—

- (a) Prohibiting the use in trade of the word "Anzac" and similar words.
- (b) Restricting actions on contracts in cases in which the defendant is supplying munitions.
- (c) Giving power to clubs to suspend or cancel the membership of persons of enemy origin.
- (d) Giving power to requisition goods for munitions.
- (e) Giving power to requisition vessels for the carriage of foodstuffs.
- (f) Restricting proceedings for defamation by persons alleged to be enemy subjects.
- (g) Restricting proceedings arising out of the refusal of any person to employ or work with persons alleged to be enemy subjects.
- (h) Restricting the manufacture or sale of buttons, etc., for patriotic purposes without the consent of a State War Council.
- (i) Prohibiting the use of the word "Repatriation" in connection with any fund without the authority of the trustees appointed by the Australian Soldiers' Repatriation Fund Act 1916, or a State War Council.
- (j) Prohibiting the raising of funds for patriotic purposes in relation to the war without the consent of a State War Council.
- (k) Giving power to refer disputes relating to the Colliery Industry to Arbitration.
- (l) Prohibiting the mortgaging or pledging of goods, etc., advanced, or provided by a State War Council under the powers conferred by the Australian Soldiers' Repatriation Fund Act 1916.
- (m) Prohibiting the transmission of parcels to British prisoners of war abroad.
- (n) Giving power to extend contracts for the supply of goods or services to any Department of the Commonwealth, the supply of which is affected by circumstances arising out of the war.
- (o) Prohibiting unlawful assemblies and the obstruction of officers of Parliament.
- (p) Giving power to close licensed premises in any area notified in the "Gazette."

- (g) Giving power to deregister industrial organisations which cease work and to cancel provisions in industrial agreements relating to preference in employment.
- (r) Providing that persons charged with offences under the War Precautions Act 1914-16 or the Unlawful Associations Act 1915-17 may not be released on bail except by special magistrate.
- (s) Giving power to the Interstate Commissioner to make investigation relating to prices and rent.
- (t) Giving power to inspect bank accounts of enemy subjects and naturalised persons of enemy origin.
- (u) Prohibiting the making of agreements the object of which is to fix or determine the minimum price for supplies for the Commonwealth.
- (v) Exempting members of "Wool Committees" and others from serving as jurors.
- (w) Providing for the investment of trust funds in war loans and making other provisions in regard to war loans.
- (x) Providing for the enforcement of recognizances entered into under the War Precautions Regulations.

The War Precautions (Tin Plates) Regulations 1916, which give power to regulate the use of tin plates.

The War Precautions (Wool) Regulations 1916, which give power to regulate the purchase or sale of wool.

§ 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.

§ 8. Repatriation.

1. **General.**—In common with all the warring countries of the world, Australia has to face the problem of the returned soldier—to find employment for the fit, to re-establish the disabled, and to provide for the dependents of those who have died or of those who are no longer able to support themselves.

During the early stages of the war this work was carried out mainly by voluntary effort, assisted by Government funds, and supplemented by private contributions. Disconnected and divergent schemes were extemporised to meet the pressing needs of

soldiers and their families, with the result that there was overlapping in some directions and insufficiency in others. The Commonwealth Parliament therefore decided that Repatriation should become a national undertaking, and that a comprehensive scheme should be designed to meet the various claims in connection therewith. On 8th April, 1918, the Department of Repatriation, charged with this responsibility, was established, the first Minister being Senator the Hon. E. D. Millen.

2. Organisation of Department.—The organisation of the Department provides for a Central Administrative Commission of seven members, termed the Repatriation Commission, of which the Minister is chairman, and upon which returned soldiers are represented. The Commission acts in an honorary capacity. Its duties are to prescribe by regulation the nature and extent of the assistance that may be granted, and to hear appeals from decisions of the State Boards. The permanent head of the Department is the Comptroller. Repatriation headquarters are in Melbourne. District branches have been established in the capital city of each State, and associated with these branches are State Boards, comprising seven members, and providing for the representation of returned soldiers. Members of these Boards act also in an honorary capacity. The permanent official at the head of each State organisation is termed Deputy-Comptroller. A network of local committees is connected with the district branches. The local committees are voluntary organisations possessing dual functions. They act as sub-agents under the control and direction of the Department so far as the disbursement of assistance specifically provided by the Department is concerned; and they are vested with discretionary powers in regard to the disbursement of supplementary assistance, organised and raised locally. Local Committees work within clearly defined territorial boundaries. Under this scheme every square mile of the whole continent of Australia is brought directly under the operation of the departmental policy.

3. Policy of the Department.—The policy of the Department is based upon three main principles:—

- (a) To secure the re-establishment of returned soldiers in the industrial life of the community to the fullest extent that circumstances permit;
- (b) To sustain these soldiers until an opportunity for such re-establishment is assured; and
- (c) To provide for the care of the dependents of soldiers who have died on active service, as well as the dependents of soldiers who, on account of injuries sustained, are unable to provide for those formerly dependent upon them.

To give effect to these principles the Department undertakes:—

- (1) To provide suitable employment for those who are able to follow their previous occupation or one similar to it, and to pay sustenance until such opportunities are presented;
- (2) To restore to the fullest degree of efficiency possible, by means of vocational training, those who on account of war service are unable to follow their pre-war occupations, and during the period of such training to assure trainees adequate sustenance;
- (3) To maintain totally and permanently incapacitated soldiers and their dependents, and soldiers' widows with children.

An important feature of the scheme is the means taken to get into touch with soldiers returning to Australia, and to ascertain as far as possible, prior to their discharge, what assistance they will require, and so make preparations in advance for dealing with applications. Information regarding the activities of the Department is given to the men on board transports coming to Australia, and at the same time information is obtained from them, or concerning them, regarding their pre-war occupations, their physical condition and other matters essential to expeditious treatment.

4. **Activities of the Department.**—The activities of the Department are classified under three sections—employment, vocational training, and assistance. Under assistance, a wide variety of benefits, including the provision of surgical aids, medical treatment, establishment in small businesses, furniture loans and grants, relief from onerous mortgages, educational grants, and equipment with tools of trade are provided.

5. **Sustenance Rates.**—The sustenance rate that may be granted to applicants awaiting fulfilment by the Department of certain specified obligations is :—

- (a) To a soldier without dependents a weekly income inclusive of pension of £2 2s.;
- (b) To a soldier with a wife a weekly income inclusive of their combined pensions of £2 12s.

An additional allowance of 3s. 6d. per week is made for each child up to four, the maximum sum payable being £3 6s. per week.

Those who are eligible for this benefit are applicants awaiting employment; approved applicants waiting to take up land; blind soldiers undergoing training; students receiving training in commercial or professional occupations; trainees in technical schools; convalescents; and soldiers receiving medical treatment.

Living allowances payable to totally and permanently incapacitated soldiers and to soldiers' widows with children are on the following scale :—

Soldier and wife (inclusive of pensions)	...	s.	d.	
	...	60	0	per week
Soldier, wife, and 1 child (inclusive of pensions)	...	63	6	"
" " 2 children " "	...	67	0	"
" " 3 " " "	...	70	6	"
" " 4 " " "	...	74	0	"
" " 5 or more " "	...	77	6	"

Widows with Children—

Widow with 1 child (inclusive of pensions)	...	51	0	"
" 2 children " "	...	54	6	"
" 3 " " "	...	58	0	"
" 4 " " "	...	61	6	"
" 5 or more " "	...	65	0	"

6. **Summary of Five Months' Work of Department.**—The following is a summary of the work done by the Department during the first five months of its existence :—

Employment—

Number of applications	...	...	...	17,298
Number of positions filled	...	...	...	14,089
Lapsed applications	...	...	...	1,133
Waiting at 31/8/18	...	...	...	2,076

*Vocational Training—*Vocational training is designed for—

- (a) Apprentices whose apprenticeship has been interrupted by war service.
- (b) Those who, owing to war service, are unable to follow their pre-war occupations.
- (c) Those who, while able to follow their pre-war occupations, are unable, owing to injuries, to command immediately the full wage of the trade or calling.

Classes representing 80 trades and callings have been established :—

Number completed training	...	...	...	545
" in training	...	...	...	1,767
Applications pending	...	...	...	350

Assistance—

Applications received	...	...	...	37,371
" approved	...	...	...	29,492
" refused	...	...	...	2,539
" withdrawn	...	...	...	995
" pending	...	...	...	1,589

7. Assistance Granted.—The table hereunder shews the sums granted by way of assistance in each State during the period from 8th April to 31st August, 1918:—

DEPARTMENT OF REPATRIATION.—ASSISTANCE GRANTED FROM 8th APRIL to 31st AUGUST, 1918.

	N.S.W.	Vic.	Q'land.	S. Aust.	W. Aust.	Tas.	Total.
Sustenance—	£	£	£	£	£	£	£
Awaiting employment ...	21,578	38,854	13,870	11,578	8,127	852	94,859
Under treatment ...	3,225	3,017	182	698	357	258	7,737
Undergoing training ...	1,620	14,114	171	628	334	159	17,026
Incapacitated soldiers ...	511	21	13	1,825	115	...	2,485
Children's education ...	2	...	...	...	...	...	2
Other cases ...	...	...	222	511	9	205	947
Sustenance total ...	26,936	56,006	14,458	15,240	8,942	1,474	123,056
Surgical aids ...	1,704	949	145	19	43	17	2,877
Vocational training ...	492	3,795	133	118	714	26	5,278
Furniture—							
Widows ...	833	2,336	335	1,809	552	198	6,063
Totally incapacitated soldiers ...	781	8,215	1,574	109	55	...	10,734
Other cases ...	4,620	...	1,140	4,218	559	417	10,954
Tools of trade ...	4,284	3,158	2,139	222	554	64	10,421
Small businesses ...	6,161	7,907	3,827	493	2,039	2	20,429
Plant ...	1,260	3,344	2,988	528	1,646	243	10,009
Live stock ...	...	978	1,142	43	...	20	2,183
Homes—							
Conversion of mortgages ...	667	1,521	719	...	70	...	2,977
Rental allowances* ...	1,508	3,680	250	38	136	38	5,650
Other cases† ...	793	...	6,060	15,961	130	...	22,944
Free passages ...	576	623	133	376	183	17	1,908
Transportation expenses ...	624	1,280	1,037	175	260	135	3,511
Educational grants ...	...	34	...	...	32	...	66
Medical treatment ...	45	43	103	355	...	15	561
Funeral expenses ...	378	295	78	170	70	...	991
Miscellaneous ...	26	2,347	8	28	187	51	2,647
Expenses of allotment ...	81	183	25	5	34	12	340
	51,769	96,694	36,294	39,907	16,206	2,729	243,599

* The scale of living allowances, although approved by the Commission, had not come into operation on 31st August. Up to that date rental allowances were made to widows and to totally and permanently incapacitated soldiers. Living allowances are in lieu thereof.

The scheme also provides for the creation of "reserve employments" in national reproductive works such as forestry, and for the establishment of national workshops in which industries will be carried on for the permanent benefit of the severely maimed.

† These cases were approved by State War Councils prior to establishment of the Department of Repatriation.