

SECTION XXVIII.

DEFENCE.

1. Military Defence.

1. **Development of State Military Systems.**—Prior to 1870, the main defence of Australia was entrusted to small garrisons of British troops quartered in the leading cities, whose primary purpose was to serve as a convict guard. From time to time, rumours of wars and of attacks upon Australia deemed imminent as a result of European entanglements, caused the raising of local companies and batteries, which were generally disbanded upon the cessation of hostilities or the quietening of the rumours. The first of such bodies was the "Loyal Association" formed in 1801 as a volunteer corps, on account of the Napoleonic wars, and at the express invitation of the Governor. Half a century later, and at other later dates, fear of Russian aggression drove the colonists to measures of self-defence. Efforts to permanently establish a defence force, however, failed until 1870. In that year, the withdrawal of the last Imperial regiment from Australia, and the sense of insecurity which the Continental wars had engendered, resulted in a definite basis for colonial defence being settled. Small detachments of permanent soldiery were established to act generally as a nucleus about which the citizen soldiery should be shaped, and, generally, to look after the forts and defence works, which had then begun to be erected. The system rested upon a volunteer basis, training and service being freely and enthusiastically given by the citizens, the Governments supplying arms and accoutrements and sometimes uniforms. Reward for five years' service frequently took the shape of grants of land. About 1880, Imperial experts advised the substitution of the purely volunteer system by a "militia" or partially-paid system. The provision of a small annual allowance, generally £10 or £12 per annum for the gunner or private, with a sliding scale for higher ranks, together with arms, accoutrements, ammunition, and all military necessities free, enabled the "militia" system to be introduced about 1883-4. The expenditure was thereby increased, but it was held that the efficiency was enormously greater. With reductions in the rates of pay the system has remained to the present day. "Volunteer" corps have again been raised, and the "permanent" forces from time to time augmented. A detailed historical account of the Australian defence forces prior to federation will be found in the Commonwealth 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 1913.**—(i.) *Administration.* 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.) decentralization of authority by developing the independence of district commands. The Commonwealth has been divided into six military districts, roughly coterminous with boundaries of the States.

The citizen soldiery, or militia, makes up the main portion of the land forces of the Commonwealth. For administration at central and district headquarters, and for instruction of the citizen forces, and assistance in the administration of units, an administrative and instructional staff of professional soldiers, numbering 598, exists. Other permanent troops are the regiment of Royal Australian Garrison Artillery, which provides the garrison (with citizen troops as reliefs) for strategic positions and defended ports, and maintains the forts and armament in connection with them; three batteries of Royal Australian Field Artillery; the Royal Australian Engineers; and small detachments of Army Service, Medical, Veterinary and Ordnance Corps. These form a nucleus, each in its own arm, for instruction and administration of the citizen forces. In addition to the active forces, officers who have retired after having passed through a course of training, and members of rifle clubs, who each year fire a prescribed musketry course, are classed as reserves.

The mobile field force, which absorbs the great bulk of the citizen army, consists of six light horse brigades, five field artillery brigades and six unallotted field batteries, and twelve infantry brigades. The garrison troops find the necessary garrisons for the defended ports. Fuller particulars regarding administration and organization will be found in Official Year Book No. 6, page 1046.

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

STRENGTH OF MILITARY FORCES, 1901 to 1913.

District.	1901. *1/3/01.	1909. 30/6/09.	1910. 30/6/10.	1911. 30/6/11.	1912. 30/6/12.	1913. 30/6/13.
Headquarters ... ..	...	30	37	†141	†140	†277
1st Queensland	4,310	3,224	3,202	3,371	3,357	4,625
2nd New South Wales	9,772	7,902	7,899	8,206	8,163	12,105
3rd Victoria	7,011	6,669	6,876	6,905	6,896	10,840
4th South Australia	2,956	2,004	2,019	1,990	1,869	3,228
5th Western Australia	2,283	1,662	1,608	1,600	1,451	1,685
6th Tasmania	2,554	1,870	1,868	1,986	1,820	1,777
Total	28,886	23,361	23,509	24,199	23,696	34,537

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

(iii.) *Strength of the Various Arms.* The numbers of the different arms of the service on the 30th June, 1913, were as follows:—

ARMS OF THE COMMONWEALTH DEFENCE, 1913.

Light Horse ...	6,401	Automobile Corps...	29	Administrative and	
Field Artillery ...	2,167	Army Nurs'g Service	99	Instructional Staff	818
Garrison Artillery ...	1,893	Army Vet'ry. Corps	25	Pay Department,	
Engineers ...	1,657	Ordnance Departm't	266	Rifle Ranges, Rifle	
Infantry ...	18,827	(including Arma-			Clubs, Officers, etc.	98
Intelligence Corps	69	ment Artificers) ...	215.	Royal Military C'lege	149
Army Service Corps	664	Area Officers ...			Grand Total ...	34,537
Army Medical Corps	1,160				

(iv.) *The Cadet System.* Many years before the consummation of Australian Federation the systematic military training of lads had been instituted in the schools of the colonies, and the cadet system had attained considerable development. The Commonwealth Government made arrangements with the various State Departments of Education for boys attending school to be afforded facilities for drill by their teachers, and regular instruction by the Cadet Instructional Staff of the military forces. The cadet strength has increased rapidly under the Commonwealth defence system, and especially under the new compulsory scheme. Senior cadet battalions, for boys having left school, formed a connecting link between the schoolboy soldiers and the citizen forces. Mounted cadet corps were also formed in various parts of the Commonwealth, the members supplying their own mounts and horse-gear, and being trained in troop and squadron drill by instructors appointed for that purpose. Enrolment in Cadet Corps was voluntary and without pay, and the organisation was distinct from the educational establishments, but under similar conditions as regards drill and discipline. The voluntary system came to an end on 30th June, 1911.

The strength of the Commonwealth cadets, school, senior, and mounted, in the various States was, on 30th June, 1911, as follows:—New South Wales, 11,066; Victoria, 4447; Queensland, 5129; South Australia, 2886; Western Australia, 2347; Tasmania, 1648; Commonwealth, 28,023.

Naval cadets were also organised under the Defence Act. These numbered 748 on 30th June, 1911. Generally, the instruction, given by instructors of the naval forces, aimed at embracing all branches of a seaman's training.

(v.) *Classification of Land Forces.* The following table shows the classification and strength of the land forces in each State, including rifle clubs and cadets, on the 30th June, 1913:—

CLASSIFICATION OF LAND FORCES, 1913.

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 ...	274*	429	806	751	172	207	135	2,774
Citizen Soldiers ...	...	4,135	11,183	9,984	3,009	1,443	1,615	31,369
Engineer and Railway Staff Corps ...	3	10	10	10	5	8	5	51
Army Nursing Service ...	...	14	26	23	16	12	8	99
Automobile Corps ...	...	6	8	9	3	...	3	29
Area Officers ...	...	31	72	63	23	15	11	215
Rifle Clubs ...	...	9,705	13,408	15,621	5,408	3,809	1,629	49,580
Senior Cadets ...	...	12,111	32,496	28,028	8,849	4,286	2,938	88,708
Unattached List of Officers	...	36	72	82	29	27	22	268
Reserve of Officers ...	...	201	238	280	71	63	61	914
Chaplains ...	...	33	45	55	7	25	11	176
Grand Total ...	277	26,711	58,364	54,906	17,592	9,895	6,438	174,183

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

(vi.) *Instruction and Exchange of Officers.* Officers of the permanent forces are exchanged with officers in Great Britain, India, Canada, and New Zealand. Officers and non-commissioned officers are also sent to England for instruction. In 1911 two officers and four non-commissioned officers, in 1912 two officers and two non-commissioned officers, and in 1913 three officers and two non-commissioned officers of the permanent forces, were sent. In addition, five officers of the militia forces were sent to India for instruction in 1911, five in 1912, and five in 1913.

3. **The Present System.**—The defence of Australia at the present time is enacted and prescribed by the Defence Acts 1903-12 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, and 1912, which also enacted the system of compulsory training. The main provisions of the Acts will be found in Official Year Book No. 6, pp. 1050 *et seq.* The principal provision of the Act of 1909 is the enactment of compulsory military or naval training, with regulations for registration, enrolment, and exemption. Statutes were passed subsequently, extending or modifying the legislative provisions, removing obstacles and difficulties, and, where necessary, providing machinery.

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

(ii.) *Compulsory Training.* By the Defence Acts of 1903 and 1904 all male inhabitants of Australia between the ages of 18 and 60 years were made liable to serve in the defence forces *in time of war*. The recent Acts make training and service compulsory *in time of peace*. By the Act of 1909 the principle of universal liability to be trained was made law for the first time in any English-speaking community. By the Act of 1910, which came into operation on 1st January, 1911, by proclamation, compulsory training was established. 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. 939), 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.

(iii.) *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.

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

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.

(v.) *The Land Army.* The Act of 1909 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, thereafter Adult training for two years in the citizen forces, equal to sixteen days annually (eight in camp), followed by registration or one muster parade each year for six years. The existing citizen forces were continued. Arrangements for registration, enrolment, inspection, and medical examination of all persons liable to be trained were made. Some modifications were introduced by the Acts of 1910, 1911 and 1912, the principal change being extension of adult service to eight years. The existing militia (voluntarily enlisted) are free to remain until completion of their term of service. Only officers and non-commissioned officers may re-engage. All members of the forces must conform to the new system.

(vi.) *Visit and Report of Viscount Kitchener.* Before the Act came into operation, viz., at the end of 1909, Field-Marshal Lord Kitchener visited Australia at the invitation of the Government, and after inspecting the military forces at work at camps held at various places throughout the Commonwealth, and the forts and defence works erected or in course of erection, reported upon the whole scheme of land defence. His recommendations (with the exception of some confidential matters) were made public in the form of a memorandum in February, 1910. A scheme was propounded, its main principles being in conformity with the Defence Acts 1903-9. The trend and purport of the published report are given in the Commonwealth 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.

(vii.) *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 organized games; first aid; and (in schools in naval training areas) mariners' compass and elementary signalling. The junior cadets are not organized as military bodies, and do not wear uniform. The Commonwealth Government maintains a staff of special instructors of physical training, by whom classes are held for school teachers in all districts throughout the Commonwealth. The school teachers, in turn, impart the lessons to the boys. The Inspectors of Schools supervise the training, and inspect the cadets on behalf of the Defence Department. The instructors of physical training are also employed in the training of women teachers; but the instruction of girl scholars rests wholly with the States' Education Departments.

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

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

(ix.) *Citizen 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. 942 *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.

(x.) *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.

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

In time of peace the exemptions are:—Persons 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. To meet the case of districts where the

population is sparse and scattered, and where undue hardship would otherwise result, exemptions from training in time of peace may be extended by proclamation.

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

(xii.) *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 penalize or prejudice any employee in his employment, or attempt to do so, because of the latter's service or liability for service; but the employer is not compelled to pay the trainee's wages for the time he is away from work.

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

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

(xiii.) *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.

(xiv.) *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.

(xv.) *Uniform and Equipment.* The uniform is simple and inexpensive, but suitable. It is free, and the principal articles are issuable every second year. The clothing is of universal pattern, and, beyond distinguishing corps' badges and a colored hat-band, there is no distinction (except rank marks). Uniform is worn on all parades and drills, but its wearing is forbidden when not on military duty. Except in the case of the younger cadets, rifles and free ammunition are provided. Citizen soldiers have their rifles on issue, but arms for senior cadets are stored in local depôts, and are issued as required for drill and musketry. An allowance of free ammunition is made to

commanders of units to encourage rifle shooting. The uniform issued to each citizen soldier is such as to enable him to parade (upon notice) with two woollen shirts, two pair breeches, hat, sleeping cap, puttees or leggings, military boots, and kit bag.

The task of fully equipping the rapidly expanding Australian Army has been undertaken. Technical stores have been indented; but the Commonwealth itself has supplied a large part of its army's furnishings. Four factories have been established by the Commonwealth Government, in which are manufactured woollen cloth, small arms, cordite, and harness and saddlery. A remount dépôt has also been instituted.

(xvi.) *Reserves.—Rifle Clubs.* No new reserves are created under the recent Acts. The present reserves consist of (a) officers, etc., retired from active service; (b) members of rifle clubs. The reserve of officers numbered 914 on 30th June, 1913. It consists of officers who have been fully trained, and are still capable of serving, but who, being unable to continue on the active list through business engagements, removal to rural districts and such like causes, have joined the reserve. There are 1133 rifle clubs in the Commonwealth with a membership of 47,565. An annual course of musketry is fired by these members, but they do not undergo any systematic drill. It is estimated that 60 per cent. of the members are fit for active service. Of these, 19,671 are allotted to citizen units and cable guards on mobilization to make these units up to war strength. The remainder (nearly 9000) are available for future allotment to units. Rifle clubs have been established in connection with many of the citizen units, thus encouraging the citizen soldiery to enhance its shooting efficiency by practice outside the compulsory drill and musketry. These clubs are well supported. Commonwealth teams competing at the British Rifle Association's meetings have been very successful.

(xvii.) *Number under Training.* The male population of Australia of military age gives about 177,000 between 14 and 18 years, and about 321,000 between 18 and 25 years. The estimated medical rejections (based upon the experience of European countries) will probably be 10 per cent. for senior cadets, and from 30 to 35 per cent. for citizen soldiers. To these must be added persons in exempt areas. The number under training, when the system is in full operation, is estimated at 90,000 senior cadets, and 113,000 citizen soldiers, the latter made up of 80,000 trained soldiers, 18,000 recruits, and 15,000 of the 25-26 year men. The future citizen force is planned to comprise 120,000 of all ranks, including about 5000 citizen officers and 8000 non-commissioned officers. Promotion will be absolutely by merit, the principle adopted being that *the best soldiers must lead, whatever their civil avocation or birth.*

(xviii.) *Allotment of Units to Divisional, Brigade, Battalion, and Training Areas.* The organization is territorial, and the divisions based upon infantry units. There are 92 battalion areas, forming 23 brigades. The areas are approximately equal in number of males of citizen soldier age (about 1300), and each furnishes a battalion of infantry, and a proportion of other troops. For administrative purposes, areas are subdivided into two or three training districts. Three brigades will form a division. Two brigade areas will each provide four battalions of infantry, one field artillery brigade (with proportion of divisional ammunition column), one field company of engineers, one company army service corps, and one field ambulance. The other brigade 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 in Areas.	No.	
			Infantry and Proportion of Engineers, A.S.C. and A.M.C.	Light Horse.		Field Artillery.			
				Squadrons.	Nos.	Batteries.			Nos.
—	I.	II.	III.	IV.	V.	VI.	VII.	VIII.	IX.
N. S. Wales ...	8	33	32,901	40	4,490	20	3,220	40,611*	75
Victoria ...	7	29	28,913	36	4,041	19	3,059	36,013†	65
Queensland ...	3	11	10,967	16	1,796	7	1,127	13,890‡	28
S. Australia ...	2	9	8,973	12	1,347	5	805	11,125§	24
W. Australia	2	6	6,979	4	449	3	483	7,911||	20
Tasmania ...	1	4	3,988	4	449	2	322	4,759¶	12
Totals ...	23	92	92,721	112 28 Rgts.	12,572	56	9,016	114,309**	224

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

(xix.) *Instructional Staff.* The instructors provided for training consist of 115 officers and 483 warrant and non-commissioned officers of the instructional staff (permanent), and 215 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, clothing, arming, equipping and training the new senior cadets.

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.

(xx.) *Higher Training.* The principal institution for the higher training of officers is the Royal Military College, Duntroon, Canberra. It contains barracks for 150 cadets, classrooms, well-equipped physical and chemical laboratories, library, riding school, etc. A gymnasium is being erected. Quarters have been provided for the staff. It is intended that the commissioned ranks of all arms of the permanent forces will be filled by

graduates of the college. Ten candidates per annum from New Zealand are entered and trained on behalf of the Dominion Government, which pays £200 per annum for each. Entrance is by open competitive examination. In February, 1911, the first examinations were held, and lectures and studies commenced at the college in the same year, the formal opening ceremony taking place in June, 1911. There were then 41 cadets at the college, 10 being from New Zealand. In April, 1914, the administrative staff numbered four (three military and one civil). One medical officer and two chaplains are attached; there are also 11 military officers doing duty as directors and instructors, and eight civil professors and lecturers. The strength of cadets was 112, of whom 17 came from New Zealand. There were also 49 horses belonging to the college, for mounted work, driving, etc. The full establishment of cadets is 150. No fees are charged for maintenance and instruction, and each cadet receives 5s. 6d. per day to meet expenses of uniform, books, instruments, etc. The course is to last four years, and will be followed by a tour of duty in England or India. The graduates will then do probationary duty in administrative and instructional work, and eventually take the place of the area officers at present engaged.

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

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

(xxi.) *Railways and Defence.* A War Railway Council, consisting of military and railway officers, was instituted in 1911. Its chief duties are to furnish advice and information regarding railway transport for military purposes, and to secure co-operation between the Commonwealth Defence Department and the States Railway Departments in regard to concentration and mobilization 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 has been instituted, and numbered 51 officers on 30th June, 1913. Fuller details will be found in Official Year Book No. 6, pp. 1070-1.

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

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

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

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

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

Fourth and subsequent stages, after July, 1913 (and each year).—Registration, etc., of lads whose 14th birthday occurs in 1914, and so on. In the fourth and subsequent stages, the new citizen forces will also be continued, increasing each year by about 17,000.

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

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

(d) *Summary of the Working of the System in 1913-14 (Third and Fourth Stages).* The numbers up to 31st December, 1913, include the 1894 and 1895 quotas, who, on 1st July, 1912, and 1st July, 1913, passed to the citizen forces. They were as follows:—

UNIVERSAL TRAINING.—REGISTRATIONS, MEDICAL EXAMINATIONS, EXEMPTIONS, AND NUMBERS SERVING, CITIZEN FORCES, 31st DECEMBER, 1913 (1894 AND 1895 QUOTAS).

Military Dist.	Total Registrations.	Total Medically Exam'd.	Number Medically Fit.	Percentage Medically Exam'd who are Fit.	Number Unfit and Temporarily Unfit.	Percentage Medically Exam'd who are Unfit and Temporarily Unfit.	Total Exemptions Granted in Training Areas.	Total No. Liable for Training.	Total Number Actually in Training.
1894 QUOTA.									
1st ...	5,578	2,676	2,131	79.6	545	20.4	3,338	2,131	2,124
2nd ...	12,529	7,747	6,515	84.0	1,232	16.0	5,603	6,515	6,454
3rd ...	10,914	6,578	5,425	82.5	1,153	17.5	5,198	5,425	5,323
4th ...	3,556	2,059	1,779	86.4	280	13.6	1,604	1,779	1,738
5th ...	1,606	831	725	87.2	106	12.8	784	725	725
6th ...	1,416	714	593	83.0	121	17.0	763	593	564
Total	35,599	20,605	17,168	83.3	3,437	16.7	17,290	17,168	16,928
1895 QUOTA.									
1st ...	6,479	3,091	2,392	77.5	699	22.5	3,956	2,366	2,311
2nd ...	13,584	8,214	6,538	79.6	1,676	20.4	6,594	6,420	6,190
3rd ...	11,573	7,143	5,493	77.0	1,650	23.0	5,836	5,400	5,293
4th ...	3,814	2,427	2,002	82.5	425	17.5	1,710	2,002	1,918
5th ...	1,718	960	798	83.1	162	16.9	857	798	770
6th ...	1,638	869	718	82.6	151	17.4	832	704	559
Total	38,806	22,704	17,941	79.1	4,763	20.9	19,785	17690*	17,041

* Excludes 251 exempted under Regulation.

**UNIVERSAL TRAINING.—REGISTRATIONS, MEDICAL EXAMINATIONS, AND
EXEMPTIONS TO THE 31st DECEMBER, 1913.**

SENIOR CADETS.

Military District.	Total Registrations in Training Areas.	Total Medical Exams.	No. Medically Fit.	Percentage Medically Exam'd who are Fit.	Number Unfit and Temporarily Unfit	Percentage Medically Exam'd who are Unfit and Temporarily Unfit	Total Exemptions Granted in Training Areas.	Total No. Liable for Training.	Total No. Actually in Training.
1st (Q'land)	23,425	13,670	11,967	87.5	1,703	12.5	11,328	11,967	11,810
2nd (N.S.W.)	50,714	35,917	32,766	91.2	3,151	8.8	17,745	32,766	31,780
3rd (Vic.)	44,375	31,334	28,218	90.0	3,116	10.0	15,938	28,218	27,762
4th (S. Aust.)	13,934	9,866	8,914	90.3	952	9.7	4,926	8,914	8,787
5th (W. Aus.)	7,682	5,179	4,650	89.8	529	10.2	2,958	4,650	4,604
6th (Tas.)	6,307	3,496	3,078	88.0	418	12.0	2,987	3,078	2,910
Total	146,437	99,462	89,593	90.0	9,869	10.0	55,882	89,593	87,653

UNIVERSAL TRAINING.—MEDICAL EXAMINATIONS TO THE 31st DECEMBER, 1913.

JUNIOR CADETS.

Military District.	Total No. Medically Examined.	Number Medically Fit.	Percentage Medically Examined who are Fit.	Number Unfit and Temporarily Unfit.	Percentage Medically Examined who are Unfit & Temporarily Unfit.
1st (Queensland) ...	6,646	6,452	97.1	194	2.9
2nd (New South Wales) ...	20,473	19,858	97.0	615	3.0
3rd (Victoria) ...	15,342	15,153	98.8	189	1.2
4th (South Australia)...	3,800	3,685	97.0	115	3.0
5th (Western Australia) ...	2,804	2,727	97.3	77	2.7
6th (Tasmania) ...	1,445	1,416	98.0	29	2.0
Total ...	50,510	49,291	97.6	1,219	2.4

(c) *Total Number in Training under Compulsory System.* From these tables it will be seen that there are now approximately 34,000 citizen soldiers, and 87,600 senior cadets undergoing compulsory training, and that 50,000 junior cadets are certified for physical training.

(xxiii.) *Success of the System.* A slight amount of opposition has been manifested to the system. Though principally from shirkers, there are also a small number of persons who oppose military service on religious grounds. As already stated, however, conscientious objectors are allotted duties of a non-combatant nature. The prosecutions and penalties for evasion, etc., though not wholly, are mainly operative against shirkers. It is claimed that the scheme, both before its inception and since its successful inauguration, has had the support of leading statesmen of all political views, as well as the vast majority of the citizens of the Commonwealth. In general, the trainees are alert and well disciplined while on parade; and the interest and enthusiasm of the lads is shown by the large number of candidates seeking promotion at competitive examinations (practical and theoretical), 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 work is put in 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.

In regard to opposition to the system, the figures and percentages of prosecutions and convictions are interesting. Registrations to 31st January, 1914, numbered 234,030; of these 122,933 were liable for training. Prosecutions from 1st July, 1911 (inauguration of system), to 31st January, 1914, numbered 22,402. Of these 19,317 resulted in convictions. The average annual prosecutions were thus 8672; convictions, 7477. It must be remembered that these figures include persons prosecuted and convicted more than once, and that all prosecutions and convictions 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.). Percentage of annual prosecutions to registrations is 3.7; to number liable for training, 6.90; percentage of trainees prosecuted to number registered and liable is not available, but the figures would be substantially reduced if (parents, employers, and those prosecuted more than once being deducted) only those liable for training were shewn. Further, a prosecution follows shortage of drills, and in many cases is not the outcome of active opposition.

§ 2. Naval Defence.

1. Naval Defence under the States.—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 Commonwealth Year Book, No. 2, pp. 1084, 1085.

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

(ii.) *The Agreement of 1903.* The agreement was not dissolved by the union of six of the contracting colonies, but its renewal, with some alterations, was embodied in the Naval Agreement Act of 1903, the Parliament of New Zealand also assenting. The strength of the squadron was altered; and the amount to be contributed was increased. One-half of the annual cost of maintenance was to be borne by the colonies—five-sixths of the half (but not exceeding £200,000) by Australia, and one-sixth (but not exceeding £40,000) by New Zealand. The agreement, like the earlier one, was for ten years.¹ By a subsequent arrangement the strength of the squadron was established at one first-class armoured cruiser, three second-class cruisers, and five third-class cruisers.

3. **Development of Commonwealth System from 1901 to 1913.**—*Administration.* Australian defence, in both its branches (military and naval), passed to the Commonwealth in 1901, and in 1903 the naval agreement was renewed. 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. Continuity of policy and administration are thereby believed to be ensured, whilst efficiency and uniformity are provided for in the scheme of inspection and report by an officer who, as Director of Naval Forces, is appointed to deal with the training of the *personnel*, and the condition of the *matériel*, of naval forces and works. The floating trade of the Commonwealth exceeds £200,000,000 per annum, and its adequate protection involves corresponding naval provision, with such naval war material as will permit the principal lines of sea communication being kept open, and ensure that Australian ports are fully defended.

4. **The Present System.**—(i.) *Australian Naval Policy.* An outline of the development of Australian naval policy will be found in Commonwealth 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 heretofore maintained under the naval agreement with the British Government. It was decided 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 depôt ships. The cost of construction at English prices would be about £3,750,000, and the estimated annual cost about £750,000. Of this sum the Imperial Government offered to contribute £250,000, but the Commonwealth Government decided to bear the whole cost.

(ii.) *The Australian Fleet.* The building of the fleet and the training of the crews is proceeding. Skilled artisans were despatched from Australia to gain practical experience in naval shipbuilding, and vessels are constructed in both Britain and Australia. Sailors of all ratings are also trained for the Commonwealth service. The first instalment of the Australian fleet unit consisted of two torpedo boat destroyers, of British

1. Since modified; see page 950, *infra*.

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

construction. One was launched at Govan-on-the-Clyde, on 9th February, 1910; a second at Dumbarton on 9th April following. The vessels are named after Australian rivers, those launched in Britain having been christened *Parramatta* and *Yarra*. They were commissioned in September, 1910, as ships of the Royal Navy, and arrived in Australia in December, 1910. A third destroyer, the *Warrego*, was shipped to Sydney in parts. She was re-erected at the Commonwealth dockyard, Cockatoo Island, Sydney, launched on 4th April, 1911, and commissioned on 1st June, 1912. A description of these and the other vessels of the fleet will be found in Official Year Book No 6, pp. 1066-7. Three other destroyers (to be named *Torrens*, *Swan*, *Derwent*) are being built at the Commonwealth dockyard in Sydney.

The construction of the battle cruiser *Australia* was commenced in June, 1910. She was launched on 25th October, 1911, and commissioned in June, 1913, arriving in Australian waters in the following September. Two smaller cruisers, the *Melbourne* and *Sydney*, were constructed in Great Britain. They were launched in May, 1912, and arrived in Australian waters in 1913. The third cruiser, the *Brisbane*, is being built at the Commonwealth dockyard, Sydney, and will probably be launched in August, 1914. The two submarines have been built in England, and arrived in Australian waters in May, 1914. Pending completion of the *Brisbane*, the *Encounter* has been lent from the Royal Navy for service in the Royal Australian Navy. The Admiralty has also presented the Commonwealth Government with the cruiser *Pioneer*. This vessel was taken over by the Naval Board on 1st March, 1913, and recommissioned with the crew of the *Protector* (augmented as necessary) for service as a naval reserve training ship, the *Protector* being used for service as a tender to the Gunnery School.

The following table shews the vessels of the Royal Australian Navy, completed and building:—

LIST OF SHIPS OF THE ROYAL AUSTRALIAN NAVY, APRIL, 1914.

Vessel.	Description.	Displacement.	Power.	Position.
		Tons.		
<i>Australia</i> ...	Battle cruiser ...	19,200	44,000 h.p.	Commissioned
<i>Brisbane</i> ...	Light cruiser ...	5,600	22,000 h.p.	Building, Sydney
<i>Cerberus</i> ...	Turret ship ...	3,480	1,660 h.p.	Commissioned
<i>Childers</i> ...	1st class torpedo boat	...	...	"
<i>C'nness of Hopetoun</i>	" "	...	...	"
<i>Derwent</i> ...	Torpedo boat " destroyer	700	12,000 h.p.	Building, Sydney
<i>Encounter</i> ...	Light cruiser ...	5,880	12,500 h.p.	Commissioned
<i>Gayundah</i> ...	Gunboat ...	360	400 h.p.	"
<i>Melbourne</i> ...	Light cruiser ...	5,600	22,000 h.p.	"
<i>Paluma</i> ...	Gunboat ...	360	400 h.p.	"
<i>Parramatta</i> ...	Torpedo boat destroyer	700	12,000 h.p.	"
<i>Pioneer</i> ...	Light cruiser ...	2,200	7,000 h.p.	"
<i>Protector</i> ...	Gunboat ...	920	1,641 h.p.	"
<i>Swan</i> ...	Torpedo boat destroyer	700	12,000 h.p.	Building, Sydney
<i>Sydney</i> ...	Light cruiser ...	5,600	22,000 h.p.	Commissioned
<i>Tingira</i> ...	Boys' training ship ...	1,800	...	"
<i>Torrens</i> ...	Torpedo boat destroyer	700	12,000 h.p.	Building, Sydney
<i>Warrego</i> ...	" " ...	700	12,000 h.p.	Commissioned
<i>Yarra</i> ...	" " ...	700	12,000 h.p.	"
<i>A E 1</i> ...	Submarine ...	800	1,750 h.p.	"
<i>A E 2</i> ...	" ...	800	1,750 h.p.	"

(iii.) *Personnel.* The fleet is manned, as far as possible, by Australians, supplemented by Imperial officers and men. Of the former, besides the previously existing permanent naval forces, those trained in the British fleet are available. It is intended that there shall be interchangeability with the Royal Navy of officers and men, and also of ships. Recruiting centres have been established in the Commonwealth with excellent results. The naval reserves comprise (a) members of the Australian branch of the Royal Naval Reserve, (b) members of the Citizen naval forces, and (c) Senior naval cadets. The navy has first choice from amongst the trainees under the compulsory system. The following table shews the strength of the naval forces in March, 1914 :—

**STRENGTH OF THE NAVAL FORCES (PERMANENT AND RESERVES),
MARCH, 1914.**

Description of Force.	Number Borne.	
	Officers.	Men.
Royal Australian Navy (Sea-going) (Training Ship <i>Tingira</i> Boys 182)	222	3,264
Royal Australian Naval Reserve—		
Administrative and Instructional Staff (Permanent)...	31	110
Reserve (M) (late Militia)	30	513
Reserve (Sea-going)*	16	180
Reserve (O) Adults ... ..	...	1,171
„ Senior Cadets ... ..	...	3,062
	299	8,300
Total	8,599	

* Taken over from Admiralty, 1st July, 1913.

(iv.) *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 provides 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, are recommended. The 52 vessels would consist of 8 armoured cruisers, 10 protected cruisers, 18 destroyers, 12 submarines, 3 depot ships, and 1 fleet repair-shop, the building of which 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.

(v.) *Naval College.* A naval college has been established, and its staff appointed. A temporary institution at Geelong, Victoria, was opened in March, 1913. The permanent college is being built at Captain's Point, Jervis Bay, and is to be furnished with

all necessary workshops, machinery, etc. The college is organised as a ship. Its complement is 13 officers and 44 petty officers and men. In addition, there are six members of the civil teaching staff. In April, 1914, the cadet roll numbered 59.

(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, which continued in force the original agreement, whereby the Imperial Government maintained a squadron in Australian waters, the Commonwealth paying £200,000 per annum to the Imperial Government. Before the expiration of the time for which the 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. There is no amount under "Naval Agreement Act" in the 1913-14 Estimates. Some departures are made from Admiral Henderson's recommendations, but generally they have been adopted. 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. 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.

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.) *Training Ships.* A vessel (*Sobraon*) purchased from the Government of New South Wales, has been fitted up as a boys' naval training ship (*Tingira*), and was commissioned in April, 1912. The full capacity of the ship is 300. A draft of 100 started training on 1st June, 1912, and recruiting has since been continuous. The age of entry is 14½ to 16 years, and the boys engage to serve until they reach the age of 25. Upon medical certification of fitness, they are entered for service in the Royal Australian Navy. The boys are to provide the *personnel* of the new fleet unit, and already a number of them have been drafted into the various vessels of the fleet. The training ship is thus a very important part of the new scheme. The strength of trainees in March, 1914, was 182.

(viii.) *The Naval Station of the Commonwealth of Australia.* The following are the limits of the Naval Station which, since 1st July, 1913, have been controlled by the Commonwealth Government, acting through the Naval Board:—On the North: From 95 degrees East longitude by the parallel of 13 degrees South to 120 degrees East longitude; thence North to 11 degrees South latitude; thence to the boundary with Dutch New Guinea, on the south coast, in about longitude 141 degrees East; thence along the coast of British New Guinea (Papua) to the boundary with German New Guinea, in latitude 8 degrees South; thence east to 155 degrees East longitude. On the East: By the meridian of 155 degrees East longitude to 15 degrees South latitude; thence to 28 degrees South latitude on the meridian of 170 degrees East longitude; thence south to 30 degrees South latitude; thence west to the meridian of 160 degrees East longitude; thence south. On the South: By the Antarctic Circle. On the West: By the meridian of 95 degrees East longitude.

§ 3. Expenditure on Defence.

1. **Expenditure, 1908-9 to 1913-14.**—The following table gives the expenditure of the Department of Defence from 1908-9 to 1912-13, and the estimate for 1913-14:—

EXPENDITURE ON DEFENCE, 1908-9 to 1913-14.

Branch or Department.	1908-9.	1909-10.	1910-11.	1911-12.	1912-13.	1913-14. Estimate
Administrative — Central Administration	£ 23,884	£ 26,366	*104,740	*289,558	*245,918	*267,854
Naval Forces	59,251	63,143	96,291	248,738	608,955	869,404
Military Forces	625,600	853,420	947,948	1,172,871	1,386,547	1,680,467
Rent, Repairs, and Maintenance	29,798	29,621	42,782	46,765	58,779	64,114
Additions and New Works	53,814	81,480	177,623	244,520	396,312	567,830
Defence Arms, Equipment, &c.	47,206	196,481	273,387	561,596	551,895	500,500
Audit Office	960	954	1,140	1,180	1,298	1,381
Pensions & Retiring Allowances	1,017	781	965	2,269	1,121	1,130
Supervision of Public Works by State Officers	822	1,046	3,767	2,905	4,943	8,000
Naval Agreement	200,000	200,000	200,000	200,000	166,600	...
Miscellaneous "Other"	8,238	21,589	282	...	...	...
Fleet Unit ... ..	...	60,000	1,135,000	1,108,171	604,397	1,002,432
Naval Works & Armament ... ..	...	...	24,780	38,686	180,865	165,721
Interest and Sinking Fund on Transferred Properties ... ..	...	...	...	162,132	122,561	143,030
Miscellaneous ... ..	...	...	...	638	1,307	...
Sites for Defence purposes { payable } ... ..	...	...	...	...	...	300,000
Machinery, &c., Cockatoo Is. { from loan } ... ..	...	...	...	...	...	175,000
Total	1,050,590	1,534,881	3,008,705	4,080,039	4,331,498	5,746,853

* Includes establishments under the control of the Central Administration.

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

EXPENDITURE ON DEFENCE—VARIOUS COUNTRIES.

Country.	Year.	Army.	Navy.	Total.	Per Inhabitant.
		£	£	£	s. d.
Great Britain ...	1913-14	28,220,000	46,309,000	74,529,000	32 3
Germany ...	1912-13	47,263,000	23,522,000	70,785,000	21 5
France ...	1913	38,286,000	18,452,000	56,738,000	28 7
Italy ...	1912-13	14,047,000	8,057,000	22,104,000	12 9
Austria-Hungary ...	1912	15,736,000	2,990,000	18,726,000	7 6
Switzerland ...	1913	1,772,000	...	1,772,000	9 1
Russia ...	1912	56,306,000	15,926,000	72,232,000	8 8
Spain ...	1913	6,391,000	2,827,000	9,218,000	9 3
Portugal ...	1912-13	2,278,000	1,012,000	3,290,000	12 1
Norway ...	1912-13	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 ...	1912-13	31,600,000	26,000,000	57,600,000	12 0
Canada ...	1911-12	1,580,000	...	1,580,000	4 5
Japan* ...	1912-13	7,679,000	4,082,000	11,761,000	4 6
Australia† ...	1913-14	3,291,000	2,456,000	5,747,000	23 7

* Excluding extraordinary expenditure. † Total defence expenditure.

§ 4. Industrial Establishments and Remount Depot.

1. **Commonwealth Factories.**—Four factories have been 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, 1914, there were 173 persons employed, including 33 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 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, 1914, the employees numbered 97. The first output was in June, 1912, and the average output of finished cordite after the factory had been in operation six months was over 5½ tons per month. 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, 1914, was 414, of whom 324 were females. Extensions to the factory will provide accommodation for 300 more hands. The establishment will ultimately 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 379 on 31st March, 1914. A fifth Commonwealth factory has been established for woollen fabrics, and a manager appointed. A site has been secured at Geelong, Victoria, and the construction of the buildings commenced.

2. **Expenditure.** The expenditure up to 30th June, 1912, in the purchase of land, machinery and plant, factory fittings, and furniture in connection with the factories now in operation, was approximately as follows:—

Small Arms Factory...	...	...	...	...	£149,000
Cordite Factory	...	...	...	...	85,800
Clothing Factory	...	...	...	...	12,300
Harness Factory	...	...	...	...	6,500

It is estimated that the initial cost of establishing the woollen mills will be about £85,000.

3. **Remount Depot.** The Act of 1910 authorised the establishment and maintenance of horse depots, farms, and stations for the breeding of horses. Up to the present 1686 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. The present personnel of this corps is 158.

§ 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 individuals in the campaign. The following table shews the strength of the military contingents sent at various times from Australia to South Africa:—

STRENGTH OF MILITARY CONTINGENTS SENT FROM AUSTRALIA TO SOUTH AFRICA.

State.	State Troops at State Expense.			State Troops at Imperial Expense.			Commonwealth Troops.			Grand Total.		
	Officers.	Other Ranks.	Horses.	Officers.	Other Ranks.	Horses.	Officers.	Other Ranks.	Horses.	Officers.	Other Ranks.	Horses.
New South Wales ...	160	3,217	3,135	76	1,308	1,443	76	1,271	1,204	314	5,796	5,879
Victoria ...	47	751	830	77	1,569	1,877	69	1,052	1,118	193	3,373	3,625
Queensland ...	39	694	868	73	1,346	1,603	37	699	736	140	2,739	3,207
South Australia ...	20	326	258	46	644	696	23	467	400	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.

§ 6. New Zealand Defence.

A more detailed account of the New Zealand military system will be found in Official Year Book No. 6, pp. 1073-4. The liability of all male inhabitants for service is laid down in the Defence Act and regulations. These provide for the gradual military training of every male from the age of 14 to the age of 25, after which service in the Reserve up to the age of 30, is required. There are no distinctions and no exceptions, except physical unfitness. Persons with conscientious objections to fighting serve in non-combatant branches.

As junior cadets, from 12 to 14, all boys undergo a course of elementary military training (chiefly physical) under the Education Department. At 14 they are transferred to the senior cadets, remaining in that division till 18, and performing regular military work, though not liable for active service. At 18 active service in the regiments of the territorial force begins, and continues to the commencement of the reservist period (which period extends from 25 to 30). During training in the regiments service may be demanded in case of war or other national emergency. A secondary reserve is furnished by the rifle clubs. Registration of senior cadets for service is compulsory at the age of 14. A register is also kept of all males under the age of 22.

The numbers registered up to 31st July, 1913, were:—Territorials, 29,650; senior cadets, 42,279; total, 71,929. The numbers actually on the strength on 30th June, 1913, were:—Territorials, 24,763; Senior cadets, 24,743; members of rifle clubs, 6780; total, 56,286. The establishment of the territorial forces was 30,000. The total strength of the permanent force, which is not included in the above figures, was 607 on 30th June, 1913.

The following table gives the ordinary defence expenditure of New Zealand from 1908-9 to 1912-13:—

DEFENCE EXPENDITURE, NEW ZEALAND, 1908-9 to 1912-13.

Year ...	1908-9.	1909-10.	1910-11.	1911-12.	1912-13.
Expenditure ...	£193,976	£188,950	£212,281	£508,043	£605,343

In addition, the sum of £525,000 has been expended under the *Naval Defence Act*, 1909.