

SECTION XXVIII.

DEFENCE.

§ 1. Military Defence.

1. Development of State Military Systems.—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. See also Official Year Book No. 12, p. 999.

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, 9,338; Victoria, 6,335; Queensland, 4,028; South Australia, 2,932; Western Australia, 2,696; Tasmania, 2,024; total for Commonwealth, 27,353. Cadets, reservists, and rifle club members are excluded.

2. Development of Commonwealth System.—Under the terms of the Constitution Act 1900, the Commonwealth took over control of defence matters in March, 1901. Particulars regarding development up to the initiation of the existing system will be found in Official Year Book No. 12, p. 999.

3. The Present Military System.—The defence of Australia at the present time is enacted and prescribed by the Defence Acts 1903–1918 of the Federal Parliament. The provisions of the Acts of 1903, 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, 1917, and 1918. 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. (See also Year Book No. 12, pp. 1000 *et seq.*)

(i) *Military Population.* In connexion 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.

(ii) *Record for Anthropometric Purposes.* In connexion 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.

In Official Year Book No. 11, pp. 1203–1209, an analysis is given of the data collected for the year ended 30th June, 1912.

(iii) *Compulsory Training.* By the Defence Acts of 1903 and 1904 all male inhabitants between the ages of eighteen and 60 years were made liable to serve in Australia with the defence forces *in time of war*. The more recent Acts make training and service compulsory up to the age of twenty-six years *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. On 1st January, 1911, by proclamation, compulsory training was established. Details concerning the method of carrying out the scheme, with modifications suggested by the report of Lord Kitchener, will be found in Official Year Book No. 12, pp. 1001, *et seq.*, but owing to limits of space they have been omitted from the present Year Book.

(iv) *Rifle Clubs.* These form part of the Reserves. On the 31st December, 1920, there were 1,307 clubs with a membership of 55,853, and in addition 128 miniature rifle clubs having a membership of 4,092. 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.

(v) *Allotment of Units to Divisional Brigade, Battalion, and Training Areas.* The organisation is territorial, and the divisions based upon infantry units. There are 93 battalion areas, forming 22 brigades. The areas have approximately equal numbers of males of citizen soldier age (about 1,300), and each furnishes a battalion of infantry, and a proportion of other troops. The figures shewn in the following tables are approximate, and include the recruits (19–20) year, but not the 25–26 year men. (See also Year Book No. 12, p. 1005.)

**ALLOTMENT OF UNITS TO BRIGADE, BATTALION, AND TRAINING AREAS,
31st DECEMBER, 1920.**

State.	Brigade Areas.	Battalion Areas.							Training Areas.
	No.	No. of Battalions.	Providing the undermentioned units.				Total Nos. in Training Areas.	No.	
			Infantry and Engineers, A.S.C. and A.M.C.	Light Horse.		Field Artillery.			
				Squad-rons.	Nos.	Bat-teries.			Nos.
New South Wales ..	8	32	36,228	23	1,770	15	1,474	39,472	69
Victoria ..	7	31	29,039	31	2,745	19	1,254	33,038	67
Queensland ..	3	12	13,416	14	1,576	7	826	15,818	35
South Australia ..	2	9	9,921	11	701	5	672	11,294	25
Western Australia ..	1	5	3,773	3	220	3	542	4,535	14
Tasmania ..	1	4	3,874	3	162	3	386	4,422	11
Total ..	22	93	96,251	90	7,174	52	5,154	108,579	221

(vi) *Instructional Staff.* The instructors provided for training consist of 298 officers and 806 warrant and non-commissioned officers of the instructional staff (permanent), and 218 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 of the permanent troops instruct in technical work.

(vii) *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. Between 20 and 25 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 £377 10s. per annum for each. The age for admission is between sixteen and nineteen years, though there is a provision in the regulations by which members of the forces over nineteen 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 late war the course was temporarily modified. Over 158 staff-cadets were (June, 1918) specially graduated, and appointed to units serving

at the front with the Australian and New Zealand forces. 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 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, 1920, the staff numbered—military, 31; civil, 19.

(viii) *Railways and Defence.* A War Railway Council, consisting of military and railway officers, was instituted in 1911. Its chief duties are to furnish advice and information regarding railway transport for military purposes, and to secure co-operation between the Commonwealth Defence Department and the States' Railway Departments in regard to concentration and mobilisation of troops. To prevent delay in the transport of troops, particularly that caused by the transhipment of baggage and implements of war, the Council has recommended the adoption of a uniform railway gauge on lines linking up the States' capitals. An Engineer and Railway Staff Corps has been instituted, and numbered 44 officers on 31st December, 1920. Fuller details will be found in Official Year Book No. 6, pp. 1070-1.

(ix) *The Universal Training System in Operation.* Details regarding the various stages in the operation of the system will be found in Official Year Book No. 12, p. 1007, but limits of space preclude their repetition in the present volume.

4. **Strength of Military Forces.**—(i) *Strength in each District, 1901 to 1919.* 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 to 1918, however, the annual increase was considerable. The following table shews the development:—

STRENGTH OF MILITARY FORCES, 1901 AND 1913 TO 1920.

(a) District.	1901. (b) 1/3/01	1913. 30/6/13.	1914. 30/6/14.	1915. 30/6/15.	1916. 30/6/16.	1917. 30/6/17.	1918. 30/6/18.	1919. 30/6/19.	1920. 30/6/20.
Headquarters ..	..	(c)277	(c)330	(c)416	(c)360	(c)377	(c)473	(c)362	(c)463
1st Q'land ..	4,310	4,625	5,844	7,734	9,379	11,415	15,899	13,938	13,323
2nd N.S.W.	9,772	12,105	16,365	21,661	24,761	28,783	41,751	37,851	38,558
3rd Victoria	7,011	10,840	14,326	18,823	23,830	29,131	39,492	34,770	30,762
4th Sth. Aus.	2,956	3,228	4,708	6,527	8,154	9,767	12,629	12,867	10,590
5th W. Aus.	2,283	1,685	2,046	3,004	4,197	4,882	6,333	5,508	4,400
6th Tasmania	2,554	1,777	2,026	2,807	3,446	4,007	5,609	4,585	4,569
Total ..	28,886	34,537	45,645	60,972	74,127	88,362	122,186	109,881	102,665

(a) Approximately continuous with boundaries of States. (b) Date of Commonwealth taking over the military forces from States. (c) 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 31st December, 1920, were as follows:—

ARMS OF THE COMMONWEALTH DEFENCE, 31st DECEMBER, 1920.

Light Horse ..	7,174	Army Nurs'g Service	352	Engineer and Rail- way Staff Corps	44
Field Artillery ..	5,361	Army Pay Corps ..	814	Pay Department, Rifle Ranges, Rifle Clubs, Officers, etc.	545a
Garrison Artillery	1,752	Army Vet'ary Corps	37	Royal Milit'ry C'lege	164a
Engineers ..	4,262	Ordnance Departm't (including Arma- ment Artificers) ..	291a	Provost.. ..	28
Infantry ..	87,507	Area Officers ..	144	Grand Total ..	114,458
Intelligence Corps	6	Administrative and Instructional Staff	936		
Army Service Corps	1,807				
Army Medical Corps	3,071				
Aust. Flying Corps	163				

(a) Includes civilians.

(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 31st December, 1920 :—

CLASSIFICATION OF LAND FORCES,(a) 31st DECEMBER, 1920.

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	(b)393	368	839	1,010	189	225	154	3,178
Citizen Soldiers	16,069	40,320	33,478	11,484	4,750	4,526	110,577
Engineer and Railway Staff Corps	8	11	7	5	9	4	44
Army Nursing Service	32	88	26	..	204	2	352
Area Officers	28	36	39	24	10	7	144
Rifle Clubs	11,978	16,245	14,231	4,892	6,590	3,861	57,797
Senior Cadets	13,221	37,230	28,811	9,933	6,186	3,569	98,950
Unattached List of Officers	61	79	82	56	10	16	304
Reserve of Officers	407	224	2,770	570	633	240	4,844
Chaplains	78	96	77	26	44	24	345
Grand Total ..	(a)393	42,250	95,168	80,531	27,129	18,661	12,403	276,535

(a) Also Australian Flying Corps, 183.

(b) 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, 1920 (1895 TO 1902 QUOTAS).

Military District.	Total Registrations.	Total Medically Examined.	Number Medically Fit.	Percentage Medically Examined who are Fit.	Number Unfit and Temporarily Unfit.	Percentage Medically Examined who are Unfit and Temporarily Unfit.	Total Exemptions Granted in Training Areas.	Total Number Liable for Training.
1902 QUOTA (TO 30TH JUNE, 1920).								
1st ..	4,089	3,298	2,736	82.96	562	17.04	1,544	2,587
2nd ..	10,409	8,555	7,448	87.06	1,107	12.94	2,542	7,249
3rd ..	7,946	7,086	6,030	85.1	1,056	14.90	1,462	6,044
4th ..	2,477	2,341	1,982	84.66	359	15.34	410	1,978
5th ..	1,335	1,260	1,038	84.76	192	15.24	212	1,068
6th ..	1,122	846	710	83.92	136	16.08	351	710
Total ..	27,378	23,386	19,974	85.41	3,412	14.59	6,521	19,636

1895 TO 1902 QUOTAS (TO 31st DECEMBER, 1920).

Military District.	Total Registrations in Training Areas.								Total.
	Quota, 1895.	Quota, 1896.	Quota, 1897.	Quota, 1898.	Quota, 1899.	Quota, 1900.	Quota, 1901.	Quota, 1902.	
1st ..	4,629	4,391	4,572	4,584	4,915	4,865	4,453	4,260	36,669
2nd ..	9,844	9,947	9,871	9,346	9,607	10,058	9,970	10,451	79,094
3rd ..	5,989	6,147	6,036	6,044	6,747	7,325	7,390	7,248	52,926
4th ..	3,304	3,219	2,958	2,914	3,014	3,226	2,878	2,805	24,318
5th ..	932	1,030	1,107	1,146	1,222	1,178	1,244	1,347	9,206
6th ..	1,237	1,324	1,293	1,144	1,248	1,381	1,222	1,181	10,030
Total ..	25,935	26,058	25,837	25,178	26,753	28,033	27,157	27,292	212,243

UNIVERSAL TRAINING.—REGISTRATIONS, ETC.—*continued.*1895 TO 1902 QUOTAS—*continued.*

Military District.	Exemptions Granted.									Number Liable for Training.
	Quota, 1895.	Quota, 1896.	Quota, 1897.	Quota, 1898.	Quota, 1899.	Quota, 1900.	Quota, 1901.	Quota, 1902.	Total.	
1st	2,642	2,526	2,576	2,424	2,323	2,081	1,694	1,548	17,814	18,161
2nd	3,867	4,273	4,166	3,674	3,392	3,481	2,798	2,963	28,614	45,294
3rd	1,910	1,871	1,852	1,574	1,487	1,174	1,002	932	11,802	36,909
4th	1,165	1,167	1,119	1,121	1,192	1,121	796	730	8,411	15,638
5th	551	617	536	469	393	213	205	234	3,218	5,756
6th	544	513	577	463	437	480	286	399	3,699	6,038
Total	10,679	10,967	10,826	9,725	9,224	8,550	6,781	6,806	73,558	127,796

UNIVERSAL TRAINING.—REGISTRATIONS, MEDICAL EXAMINATIONS, AND EXEMPTIONS TO THE 31st DECEMBER, 1920 (1903 TO 1906 QUOTAS).

SENIOR CADETS.

Military District.	Total Registrations in Training Areas.	Total Medically Examined.	Number Medically Fit.	Percentage Medically Examined who are Fit.	Number Unfit and Temporarily Unfit.	Percentage Medically Examined who are Unfit and Temporarily Unfit.	Total Exemptions Granted in Training Areas.	Total Number Actually in Training.
1st ..	17,429	15,815	14,382	90.94	1,433	9.06	4,058	13,221
2nd ..	44,722	42,510	39,334	92.53	3,176	7.47	6,644	37,230
3rd ..	32,046	31,817	29,145	91.6	2,672	8.40	2,676	28,811
4th ..	12,004	10,839	9,952	91.82	887	8.18	1,984	9,933
5th ..	6,898	6,873	6,260	91.1	613	8.92	613	6,186
6th ..	4,720	4,053	3,609	89.05	444	10.95	1,086	3,569
Total ..	117,819	111,907	102,682	91.76	9,225	8.24	17,061	98,950

UNIVERSAL TRAINING.—MEDICAL EXAMINATIONS TO THE 31st DECEMBER, 1920 (1907 AND 1908 QUOTAS).

JUNIOR CADETS.

Military District.	Total Number Medically Examined.	Number Medically Fit.	Percentage Medically Examined who are Fit.	Number Unfit and Temporarily Unfit.	Percentage Medically Examined who are Unfit and Temporarily Unfit.
1st	7,063	6,827	96.65	236	3.35
2nd	21,471	21,128	98.40	343	1.60
3rd	15,966	15,699	98.33	267	1.67
4th	5,780	5,681	98.29	99	1.71
5th	3,805	3,741	98.31	64	1.69
6th	1,918	1,888	98.43	30	1.57
Total ..	56,003	54,964	98.14	1,039	1.86

§ 2. Naval Defence.

1. **Naval Defence under the States.**—Information regarding naval defence systems prior to 1901 will be found in Official Year Book No. 12, p. 1011, but considerations of space preclude its insertion in the present volume.

2. **Development of Commonwealth System from 1901.**—Australian defence, in both its branches (naval and military), 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.

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, and in No. 12, p. 1012.

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

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, and two submarines in 1914. A third cruiser, the *Brisbane*, and three more destroyers, the *Swan*, *Huon* and *Torrens*, were built at the Commonwealth Naval Dockyard, Sydney. Another cruiser, the *Adelaide*, is under construction at the Commonwealth Naval Dockyard.

(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
(a) 3 Protected cruisers	..	..	..	..	..	1,400,000
(a) 6 Destroyers	..	..	..	..	..	653,000
2 Submarines	..	..	..	..	..	233,500
Auxiliaries—						
1 Submarine depot ship	..	..	..	..	£160,000	
1 Oil tank vessel	..	..	..	..	120,000	
4 Oil fuel storage vessels (building in Australia)	..	..	..	..	75,766	
4 Hulks	..	..	..	..	25,000	
						380,766
Total	..	..	..	..	..	£4,372,266

The following additional amount has been approved for new construction outside the original fleet unit and for increase in cost over estimate	..	..	..	..	..	2,135,952
Total	..	..	..	..	..	£6,508,218

(a) Extra cost of building certain of these vessels in Australia is responsible for increase.

(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 ON FLEET CONSTRUCTION, 1909 TO 1921.

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
1918-19	War Loan Act No. 23 of 1917	533,694
1919-20	War Loan Act No. 13 of 1918	366,695
1920-21	Division No. 7, New Works, etc.	300,000(a)
Total	..	6,508,218

(a) Estimated.

(v) *Visit and Report by Admiral 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.

(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 in Year Book No. 12 (see p. 1012). 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. 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 December, 1920, there were 96 cadet midshipmen under training. There were 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 fourteen and a half to sixteen 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 138 boys under training on 31st December, 1920.

(ix) *The Naval Station of the Commonwealth of Australia*. The following are the limits of the Naval Station which, since 1st June, 1919, have been controlled by the Commonwealth Government, acting through the Naval Board:—North: From a point in 95 degrees East longitude and 13 degrees South latitude along that parallel to the Eastward to the meridian of 120 degrees East longitude; thence along that meridian to the Northward to 11 degrees South latitude; thence to an Easterly direction to the Southern termination of the Eastern boundary of Dutch New Guinea in about 141 degrees East longitude; thence along the meridian of the boundary to the Northward to the Equator; thence along the equator to the Eastward to 170 degrees East longitude. East: From a point on the Equator on the meridian of 170 degrees East longitude along that meridian to the Southward to 32 degrees South latitude; thence along that parallel to the Westward to the meridian of 160 degrees East longitude; thence along that meridian to the South Pole. South: The South Pole. West: From the South Pole by the meridian of 80 degrees East longitude to the Northward of 30 degrees South latitude; thence along that parallel to the Eastward to the meridian of 95 degrees East longitude; thence along that meridian to the Northward to 13 degrees South latitude.

(x) *Visit and Report of Lord Jellicoe*. At the invitation of the Government, Admiral of the Fleet Lord Jellicoe visited Australia in May, 1919, to advise the Dominion Authorities whether, in the light of the experience of the war, the scheme of naval organization which had been adopted or may have been in contemplation, required consideration, either from the point of view of the efficiency of that organization for meeting local needs, or from that of securing the greatest possible

homogeneity and co-operation between all the Naval Forces of the Empire; and, should the Dominion Authorities desire to consider how far it is possible for the Dominions to take a more effective share in the Naval Defence of the Empire, to give acceptance from the Naval point of view in drawing up a scheme for consideration.

The subjects, on which advice was requested, were:—The Naval strategical problem affecting Australian waters and the Pacific; future composition of the Australian Navy; Naval Bases and requirements in the Pacific and East Indian Waters; general organization and administration of the Naval Forces.

4. Vessels and Personnel of the Australian Navy.—The following table shews the vessels of the Royal Australian Navy:—

LIST OF SHIPS OF THE ROYAL AUSTRALIAN NAVY, MAY, 1921.

Vessel.	Description.	Displacement.	Power.
		Tons.	H.P.
<i>Adelaide</i>	Light Cruiser	5,500	25,000
<i>Anzac</i>	Flotilla Leader	1,660	36,000
<i>Australia</i>	Battle Cruiser	18,800	44,000
<i>Brisbane</i>	Light Cruiser	5,400	25,000
<i>Cerberus</i>	Turret Ship	3,480	1,660
<i>Countess of Hopetoun</i>	First Class Torpedo Boat	93	1,100
<i>Encounter</i>	Light Cruiser	5,880	12,500
<i>Franklin</i>	Yacht	370	350
<i>Geranium</i>	Sloop	1,250	2,000
<i>Huon</i>	T.B. Destroyer	700	11,300
<i>Mallow</i>	Sloop	1,200	1,800
<i>Marguerite</i>	"	1,250	2,200
<i>Melbourne</i>	Light Cruiser	5,400	25,000
<i>Parramatta</i>	T.B. Destroyer	700	9,000
<i>Penguin</i>	Depot Ship	1,130	..
<i>Pioneer</i>	Light Cruiser	2,200	7,000
<i>Platypus</i>	Submarine Depot Ship ..	3,460	2,611
<i>Protector</i>	Gunboat	920	1,600
<i>Stalwart</i>	T.B. Destroyer	1,075	27,000
<i>Success</i>	"	1,075	27,000
<i>Swan</i>	"	700	10,000
<i>Swordsman</i>	"	1,075	27,000
<i>Sydney</i>	Light Cruiser	5,400	25,000
<i>Tasmania</i>	T.B. Destroyer	1,075	27,000
<i>Tattoo</i>	"	1,075	27,000
<i>Tingira</i>	Boys' Training Ship	1,800	..
<i>Torrens</i>	T.B. Destroyer	700	10,000
<i>Una</i>	Sloop	1,438	1,350
<i>Warrego</i>	T.B. Destroyer	700	9,000
<i>Yarra</i>	"	700	9,000
FLEET AUXILIARIES—			
<i>Biloela</i>	Fleet Collier	5,700	2,300
<i>Kurumba</i>	Fleet Oiler	3,970	..
SUBMARINES, "J" CLASS—			
1, 2, 3, 4, 5, 7		1,900	1,400
		(submerged)	
		1,170	3,600
		(on surface)	

Practically the whole of this Fleet was assembled in Port Phillip on 28th May, 1920, and was reviewed there by H.R.H. the Prince of Wales.

Besides the Sea-going Forces, there is a R.A.N. Reserve, which is composed of Citizen Naval Trainees. 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 time goes on. Strength of Naval Forces at latest available date was:—

**STRENGTH OF NAVAL FORCES (PERMANENT AND RESERVES),
15th SEPTEMBER, 1921.**

Description of Force.	Numbers Borne.		
	In Training.	Officers.	Men.
Royal Australian Navy (Seagoing) .. .. .	..	406	4,450
Cadet Midshipmen undergoing training at R.A.N. College	85	..	..
Boys undergoing training on H.M.A.S. <i>Tingira</i>	125	..	..
Royal Australian Naval Reserve (Seagoing) .. .. .	..	44	..
Royal Australian Naval Brigade .. .. .	..	65	3,318

§ 3. Expenditure on Defence.

1. **Expenditure, 1916-17 to 1921-22.**—The following table gives the expenditure on Defence from 1916-17 to 1920-21, and the estimate for 1921-22:—

EXPENDITURE ON DEFENCE, 1916-17 TO 1921-22.

	1916-17.	1917-18.	1918-19.	1919-20.	1920-21.	1921-22. (Estimate.)
	£	£	£	£	£	£
Naval Forces	1,442,405	1,466,164	1,546,586	1,611,325	2,429,050	2,340,438
Military Forces	1,348,593	1,088,351	1,196,028	946,409	1,340,719	1,693,000
Air Services	12,156	14,660	4,151	26,813	58,155	(d)100,000
Naval Works	594,134	44,377	8,120	7,663	25,484	199,000
Construction of Fleet	374,249	(a)	(b)	(b)	301,284	300,000
Military—Additions, New Works, etc.	164,839	45,684	31,430	9,004	153,553	583,261
Military Stores, etc.	183,091	87,894	57,467	80,004	539,702	550,990
Air Services—Works .. .. .	..	..	..	19,991	(d)77,040	(d)400,000
Rent, Repairs and Maintenance	84,283	73,678	79,221	78,461	108,728	136,149
Sites for Defence purposes	129,809	(a)	(a)	(a)	(a)	(a)
Proportion Public Works Staff, Salaries and Contingencies	19,200	17,715	31,880	28,962	26,723	30,500
Supervision of Public Works by State Officers	2,831	1,188	1,630	1,801	2,094	2,200
Interest on Transferred Properties	129,570	129,548	136,699	130,470	122,325	123,410
Audit	12,389	22,565	10,118	16,104	17,298	18,800
Pensions and Retiring Allowances	1,089	1,277	1,391	1,202	2,162	2,271
Miscellaneous	2,801	12,507	35,530	50,572	53,753	61,425
	4,501,439	3,005,608	3,140,251	3,008,781	5,258,070	6,537,444
Buildings, Works and Sites provided from Loan Fund (excluding construction of Fleet) .. .. .	..	(c) 717,088	414,430	566,853	401,286	542,000
War Expenditure	61,541,566	66,958,360	83,447,990	70,137,318	57,434,734	42,399,253
Total Expenditure on Defence	66,043,005	70,681,056	87,002,671	73,712,952	63,094,090	49,478,697

(a) Provided from Loan Funds for Works. The expenditure in respect of Construction of the Fleet in 1917-18, 1918-19, and 1919-20, was £355,397, £533,694, and £366,696 respectively. (b) Provided from War Loan Fund. See previous note. (c) Includes Construction of Fleet £355,397. (d) Includes Civil Aviation.

2. Expenditure for Defence Purposes, 1901-2 to 1920-21.—In the following table the Defence expenditure for the whole Commonwealth period 1901-2 to 1920-21, and the estimate for the year 1921-22 are given :—

ANNUAL DEFENCE EXPENDITURE.

Year.	Naval.			Military.			Total Defence Expenditure. (a) (b)
	Under Ordinary Votes and Appropriations.	Works, Arms, Equipment, etc. (provided under Estimates for New Works and Buildings).	Total Naval. (a)	Under Ordinary Votes and Appropriations.	Works, Arms, Equipment, etc. (provided under Estimates for New Works and Buildings).	Total Military. (a) (b)	
	£	£	£	£	£	£	£
1901-2 ..	178,819	..	178,819	777,620	2,640	780,260	959,079
1902-3 ..	149,701	..	149,701	595,115	5,537	600,652	750,353
1903-4 ..	240,005	86	240,091	502,517	113,156	615,673	855,764
1904-5 ..	200,394	5,394	205,788	533,945	194,865	728,810	934,598
1905-6 ..	250,273	1,743	252,016	548,439	169,890	718,329	970,345
1906-7 ..	255,120	652	255,772	585,516	194,507	780,023	1,035,795
1907-8 ..	259,247	250,958	510,205	634,579	189,960	824,539	1,334,744
1908-9 ..	263,207	4,055	267,262	686,365	96,965	783,330	1,050,592
1909-10 ..	269,051	60,688	329,739	928,393	277,273	1,205,666	1,535,405
1910-11 ..	303,493	1,161,541	1,465,034	1,092,305	448,687	1,540,992	3,006,028
1911-12 ..	461,546	1,172,920	1,634,466	1,667,103	780,279	2,447,382	4,081,848
1912-13 ..	806,881	853,735	1,660,616	1,802,734	879,883	2,685,689	4,346,305
1913-14 ..	1,006,424	980,677	1,987,101	1,941,285	820,902	2,765,199	4,752,300
1914-15 ..	1,526,351	854,613	2,380,964	1,471,136	584,602	2,055,738	4,436,702
1915-16 ..	1,550,012	972,733	2,522,745	1,501,840	724,043	2,225,883	4,748,628
1916-17 ..	1,510,542	1,040,788	2,551,330	1,532,619	405,334	1,937,953	4,489,283
1917-18 ..	1,544,590	44,377	1,588,967	1,268,403	133,578	1,402,000	2,990,967
1918-19 ..	1,650,375	8,120	1,658,495	1,388,708	88,897	1,477,605	3,136,100
1919-20 ..	1,728,327	7,663	1,735,990	1,136,979	89,008	1,226,000	2,962,000
1920-21 ..	2,549,807	326,768	2,876,575	1,553,045	693,255	2,246,300	5,122,875
1921-22 ..	2,465,158	499,000	2,964,158	1,939,035	134,251	2,073,286	5,037,444

(a) During the war years and subsequently, war expenditure and loan expenditure on works included in total.

(b) Includes Air Force expenditure, as follows :—£3,072 in 1912-13; £3,012 in 1913-14; £6,742 in 1914-15; £10,503 in 1915-16; £12,156 in 1916-17; £14,660 in 1917-18; £121,294 (of which £117,143 was war expenditure) in 1918-19; £46,804 in 1919-20 (Air Force war expenditure in this year showed a credit of £81,601); £135,195 in 1920-21; and £500,000 (estimate) in 1921-22. All these amounts were under ordinary Votes and Appropriations, except war expenditure, and the following under New Works and Buildings :—£19,991 in 1919-20; £77,040 in 1920-21; £400,000 (estimate) in 1921-22. In 1920-21 and 1921-22, Civil Aviation is included.

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 for the years 1914-15 to 1920-21 and the estimate for 1921-22 will be found on page 930.

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 late war, were as follows :—

ESTIMATED PRE-WAR 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(a)	1913-14	7,815,000	4,224,000	12,039,000	3 6
Australia	1913-14	3,291,000	2,456,000	5,747,000	23 7

(a) Excluding extraordinary expenditure.

§ 4. Industrial Establishments and Remount Depot.

1. **Commonwealth Factories.**—There are seven factories established under the authority of the Defence Act in connexion with the Defence Department. The Commonwealth Harness, Saddlery, and Leather Accoutrements Factory at Clifton Hill, Victoria, was opened in September, 1911. On 30th June, 1920, there were 44 persons employed, including 8 females. A large quantity of harness and saddlery, leather and canvas equipment has been turned out for the Defence and other Commonwealth and State Departments. At the Cordite Factory at Maribyrnong, Victoria, cordite is manufactured for the cartridges required for military purposes. On 30th June, 1920, the employees numbered 152. 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 30th June, 1920, was 254, of whom 202 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, and much of that required by State Departments and local governing bodies. The Small Arms Factory at Lithgow, New South Wales, was opened on 1st June, 1912. The first instalment of Australian arms was delivered in May, 1913. Employees numbered 789 on 30th June, 1920. The Commonwealth Woollen Cloth Factory was established at Geelong, Victoria, for the supply of uniform materials and woollen fabrics, and commenced operations in the latter part of 1915; 316 persons, including 152 females, were employed on the 30th June, 1920.

The Acetate of Lime Factory at Bulimba, Brisbane, which manufactures acetate of lime (a raw material used in the production of acetone), commenced operations in September, 1918. On 30th June, 1920, there were 49 persons employed. This factory is run in conjunction with the Cordite Factory.

A seventh Commonwealth Factory was established at the Military Hospital, Caulfield, Victoria, for the manufacture of artificial limbs for returned soldiers. This factory has since been transferred to South Melbourne, Victoria, and branch factories established at Sydney, New South Wales; Windsor, Brisbane, Queensland; Keswick, South Australia; and Fremantle, Western Australia. The total number employed throughout Australia in these artificial limb factories was 106 on 30th June, 1920. The factories were taken over by the Repatriation Department from the Defence Department on 1st November, 1920.

2. **Expenditure.**—The expenditure up to 30th June, 1920, on land, buildings, machinery and plant, factory fittings and furniture in connexion with the factories now in operation was approximately as follows:—

Small Arms Factory	..	..	£207,598
Cordite Factory	..	..	172,565
Clothing Factory	..	..	21,009
Harness Factory	..	..	13,205
Woollen Cloth Factory	..	..	143,988
Acetate of Lime Factory	..	..	105,942

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 2,000 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. General.—In previous issues of the Year Book an account was given of the composition, etc., of the Australian contingents despatched for service in the New Zealand and Sudan Campaigns, in South Africa, China, and the Great War of 1914–18 (see Official Year Book No. 12, pp. 1019 *et seq.*). Owing to limits of space, however, this information has not been repeated in the present issue.

Up to the 31st March, 1921, the troops which had been despatched from Australia for service in the various theatres of the Great War numbered 329,883.

(i) *Casualties in Australian Imperial Force.*—The number of casualties announced by the Defence Department to 31st March, 1921, was as follows :—

CASUALTIES IN AUSTRALIAN IMPERIAL FORCE TO 31st MARCH, 1921.

						All Ranks.
Deaths from wounds or disease	..	..	..	..	..	(a)59,330
Casualties from wounds or gas (gross total)	..	..	..	..	..	166,819
Sick (gross total)	..	..	..	..	..	87,957
Casualties not specified	..	..	..	..	..	(a)218
Total	..	..	..	..	..	314,324

(a) These figures represent actual net totals after all corrections consequent upon erroneous and later advice, 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 were admitted to hospital more than once.

(ii) *The Expeditionary Force in the Pacific.* 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. 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 islands of the Samoan group (now occupied by New Zealand), the Marshall Islands (including Nauru), the Carolines, Pelews and 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 groups and islands, of which the Admiralty, Hermit, Ninigo, Witu and St. Matthias groups are the principal. All former German islands south of the Equator (except the Samoan group) are now occupied and administered by the Commonwealth. Those north of the Equator are under Japanese administration.

(iii) *The Australian Navy in the War.* In Year Book No. 12, pp. 1025 *et seq.*, an account was given of the part played by the Australian Navy in the War, but owing to limitations of space it has not been possible to reproduce this matter in the present issue.

(iv) *Special War Expenditure, 1914-21.* According to a return supplied by the Defence Department the special expenditure for war purposes during each of the years 1914 to 1921 was as set out hereunder :—(See also Table on p. 926.)

SPECIAL WAR EXPENDITURE, 1914-15 TO 1921-22.

	1914-15.	1915-16.	1916-17.	1917-18.	1918-19.	1919-20.	1920-21.	1921-22. Estimate.
	£	£	£	£	£	£	£	£
Special expenditure on Expeditionary and Australian Forces—								
Naval	3,527,904	5,093,530	2,737,890	..	5,443,599	2,451,078	698,052	200,000
Military	9,474,537	31,938,864	46,408,490	50,957,776	48,148,442	18,022,258	1,019,110	200,000
Interest due to Government of United Kingdom for maintenance of Australian troops at the Front .. .. .	..	..	..	..	3,430,000	1,816,000	1,743,264	(a)
Interest on loans from Government of United Kingdom for War purposes	36,489	843,893	2,082,258	2,477,288	2,377,690	2,377,656	2,290,460	(u)
Sinking Fund on loans from Government of United Kingdom .. .. .	..	..	477,743	245,410	245,410	245,410	490,820	(a)
Interest on Australia's War Indebtedness to Government of United Kingdom .. .. .	..	..	..	..	..	..	..	4,535,255a
Payment in reduction of principal of Australia's War indebtedness to the Government of the United Kingdom .. .. .	..	..	..	..	..	..	..	1,013,560a
Interest on Commonwealth War Loans	78,656	1,014,821	2,738,673	4,574,817	7,709,771	10,268,246	11,270,983	12,363,500
Interest on War Gratuity Bonds and Treasury Bills for War Gratuity purposes .. .. .	..	..	..	..	..	224	1,140,361	1,183,800
Sinking Funds on loans for War purposes .. .. .	..	200,777	689,384	515,781	955,303	1,067,402	2,678,000	1,986,440
Amount transferred to Trust Fund, Australian Soldiers' Repatriation Account .. .. .	..	250,000	..	200,000	1,300,000	5,170,737	3,384,845	2,056,000
War Pensions (including Administrative expenses) .. .. .	..	129,273	1,149,242	2,772,077	4,827,868	6,032,270	7,389,739	6,650,000
Advances to States and Territories for purpose of settling returned soldiers on the land Expenditure under Act 1918 .. .. .	..	..	20,000	20,000	1,047,963	10,155,675	15,182,878	7,000,000
War Service Homes .. .. .	..	..	..	..	5,000	4,718,158	6,594,164	4,000,000
Trading Vessels	153,973	318,285	686,700	999,197	272,608	143,274	527	2,000
Miscellaneous	1,839,776	1,412,003	4,551,186	4,196,014	7,684,836	7,668,930	3,551,531	1,208,698
	15,111,335	41,201,446	61,541,566	66,958,360	83,447,990	70,137,318	57,434,734	42,399,253

(a) An agreement has been entered into between Australia and the Government of the United Kingdom whereby war debts due to the latter by Australia have been funded and the amount due for maintenance of Australian troops at the front and loans made to Australia for war purposes are included in this agreement. Provision is also made for half-yearly payments in reduction of the principal of Australia's War Indebtedness to the Government of the United Kingdom.

§ 6. War Gratuity.

In accordance with the War Gratuity Acts 1920 (assented to 30th April, 1920, and 29th May, 1920), a bonus, payable as an overseas war service gratuity, is authorized for sailors and soldiers who served in the Great War. The gratuity is in the nature of a free gift from the Commonwealth, in recognition of honorable services during the War, and is not claimable or recoverable as a matter of right. For members of the Naval Forces who served in a sea-going ship; members of the Naval and Military Expeditionary Force to New Guinea; members of the Australian Imperial Force who embarked from Australia on or before 10th November, 1918 (day preceding the Armistice); and Imperial reservists who served, the rate of gratuity is 1s. 6d. per day for the qualifying period. For members of the Naval Forces who did not serve in a sea-going ship; and members of the Military Forces who did not embark for overseas service the rate is 1s. per day. The qualifying period of service is that between the outbreak of War (4th August, 1914) and the Armistice (11th November, 1918). The period for which payment is to be made to individuals commences—for sailors, from the date of taking up duty on a sea-going ship; for soldiers

who served overseas, from the date of embarkation (or the first of them, if more than one); the terminating date in all cases being the date of Declaration of Peace (28th June, 1919). For sailors not having service in a sea-going ship, and for soldiers who did not embark, or who embarked after 10th November, 1918, payment will be made from date of taking up duty to date of discharge or Declaration of Peace. Deductions may be made for misconduct on service, and serious crime, military or civil, involves disqualification.

The gratuity is ordinarily payable in Treasury bonds, maturing not later than 31st May, 1924, and bearing interest at $5\frac{1}{2}$ per cent. In necessitous cases, payment will be made in cash, if so desired by the person entitled. The first gratuities were made available about the beginning of June, 1920. By the 2nd July, 1921, the sum of £5,157,110 was paid in cash, and bonds to the value of £20,585,746 were issued. Upwards of 360,000 payments will be made, the total amount being estimated at £30,000,000.

§ 7. Special Defence Legislation.

1. **War Precautions Acts.**—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.

The War Precautions Act 1918 provided that the War Precautions Act 1914–16 should remain in force only until 31st July, 1919, or for a period of three months after the issue of a proclamation that the state of war has ceased, whichever period is the longer. All regulations made under the Act will lapse with it.

Under the powers conferred by the above Acts, the *War Precautions Regulations* were made. They provided for the appointment of competent naval or military authorities to exercise certain powers under the regulations, and other matters. The principal provisions of the regulations are given in Official Year Book No. 11, pp. 1035–1043.

The War Precautions Act Repeal Act of 1920 repealed the Act 1914–18, but certain of the regulations are still in force.

§ 8. Persons of Enemy Birthplace.

The following table shows 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.(a)	Number Naturalised.(a)	Number not Naturalised.(a)
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

(a) 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.

§ 9. Repatriation.

1. **General.**—In common with others of the late warring countries of the world, Australia has had to face the problem of the returned soldier—to find employment for the fit, to re-establish the disabled, to provide for the dependents of those who have died or of those who are no longer able to support themselves, and to supply medical and surgical treatment for disabilities due to or aggravated by war services.

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 the Department.**—The organisation of the Department provides for a Central Administrative Commission of three paid members, termed the Repatriation Commission, one of whom is chairman, and each of whom is a returned soldier. 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. Under the Amending Act of 19th May, 1920, the Repatriation Commission also takes over the administration of war pensions. 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 three paid members, one of whom is chairman, and providing for the representation of returned soldiers. The permanent official at the head of each State organization is termed Deputy Commissioner. 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 four 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; (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; and (d) to provide medical treatment after discharge for returned nurses, sailors and soldiers who are suffering from disabilities caused or aggravated by war service.

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 by pensions or in hostels totally and permanently incapacitated soldiers and their dependents, and soldiers' widows with children.
- (4) To supply gratis all necessary treatment, surgical aids, and medicaments; all hospital fees, and transport expenses thereto and therefrom, with allowances for certain classes for the period of treatment (where hospital treatment is not feasible the same may be given in the home or in such place as may be approved).

4. *Activities of the Department.*—(a) *Assistance and Employment.* The activities of the Department are classified under five sections—employment, vocational training, land settlement, housing, 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, educational grants and equipment with tools of trade, are provided. In co-operation with the State Governments a land settlement scheme, whereby the Federal Government lends the States the necessary money to acquire the estimated number of holdings required, and to construct railways or other works necessary to their successful occupation, has been devised. Under this scheme the Commonwealth Government will also make available working capital up to £625 per settler. This will afford every soldier possessing the natural aptitude and fitness an opportunity of ultimately owning his own farm. With the exception of South Australia all the States have agreed to extend the benefits of the Land Settlement Scheme to munition and war workers to whom the Commonwealth advance of £625 will be available.

Under the provisions of the housing scheme, which is administered by the War Service Homes Commissioner, a returned nurse or soldier, a munition or war worker, a soldier's widow, or his dependents are entitled to a maximum advance of £800 for the purpose of acquiring a dwelling. According to the material of the house, the period of repayment will vary. Principal and interest are repayable as rent at the rate of 5 per cent. per annum.

(b) *After-war Treatment of War Service Disabilities.* For disabilities solely due to or aggravated by war service, discharged nurses, sailors and soldiers are entitled to free medical treatment, surgical aids, dressings, and necessary medicines. The expenses of unavoidable travel for any medical or surgical purposes are undertaken by the Department, which likewise defrays any necessary expenses in a hospital or other approved place. While undergoing such treatment and upon the certificate of a Departmental Medical Officer, a married soldier receives sustenance at the fixed rate of £2 17s. per week (inclusive of pension), with 3s. 6d. per week added for each child, up to a maximum of £3 9s. In a like situation a soldier without dependents receives sustenance at the rate of £2 2s. per week. By arrangement with the Pharmaceutical Society, upon the production of the medical officer's prescription to any pharmacist in the Commonwealth, such medicines, lotions or dressings as may be required will be immediately supplied free to the soldier. The following classes of after-discharge medical treatment are provided for—

- (1) Treatment in hospitals in metropolitan areas for cases of a class which cannot be effectively dealt with in a country hospital, or cases where continuity of treatment is desirable.
- (2) Treatment as out-patients in metropolitan areas and country centres.
- (3) Treatment in country hospitals in cases which do not present any complications, or in cases of emergency.
- (4) Treatment in homes in cases of emergency within country districts.
- (5) Treatment in convalescent homes and hostels.
- (6) Treatment of incurables, mentals, tuberculars, inebriates, alcoholics, and chronic epileptics in special institutions.

5. *Sustenance Rates and Pensions.*—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 17s. An additional allowance of 3s. 6d. per week is made for each child up to four, the maximum sum payable being £3 9s. 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.

The general Pensions rates payable to Widow or Widowed Mother on Death of a Member of the Forces, or to a Member, or to the Wife of a Member, upon his total incapacity, are as follows :—

Rate of Pay of the Member per Day at Date of Death or Incapacity.	Fortnightly Pension Payable to Widowed Mother on Death of Member.	Fortnightly Pension Payable to Widow on Death of Member.	Fortnightly Pension Payable to Member upon Total Incapacity.	Fortnightly Pension Payable to Wife of Member who is Totally Incapacitated.
s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
6 0	2 0 0	2 7 0	4 4 0	1 16 0
7 0	2 3 0	2 7 0	4 4 0	1 16 0
9 0	2 9 0	2 9 0	4 4 0	1 16 0
10 0	2 12 3	2 12 3	4 4 0	1 16 0
10 6	2 13 9	2 13 9	4 4 0	1 16 0
11 6	2 16 0	2 16 0	4 4 0	1 16 0
12 0	2 17 3	2 17 3	4 4 0	1 16 0
13 0	2 19 6	2 19 6	4 4 0	1 16 0
17 6	3 10 0	3 10 0	4 4 0	2 0 0
22 6	3 17 6	3 17 6	4 5 0	2 2 6
30 0	4 9 0	4 9 0	4 15 0	2 7 6
37 6	5 0 9	5 0 9	5 5 0	2 12 6
45 0	5 12 3	5 12 3	5 15 0	2 17 6
50 0	6 0 0	6 0 0	6 0 0	3 0 0

In cases of (a) Widows with dependent children, and (b) Widows without children whose circumstances are such as in the opinion of the Commission justify an increase of the rates specified in this Schedule, and whose rate of pension, as specified in column three of this Schedule, is less than £4 4s. per fortnight, the Commission may, for such period as it thinks fit, increase the rate of pension to an amount not exceeding £4 4s. per fortnight.

A Special Rate of Pension amounting to £8 per fortnight, may be granted to members of the Forces who have been blinded as the result of War Service, and to members who are totally and permanently incapacitated (*i.e.*, incapacitated for life to such an extent as to be precluded from earning other than a negligible percentage of a living wage).

The Commission may grant a pension not exceeding the Special Rate of Pension to any member of the Forces who is suffering from tuberculosis, and who has been for at least six months an inmate of an establishment for persons so suffering, and has been discharged from that establishment.

The Special Rate of Pension shall not be payable to any pensioners who are maintained in an establishment at the public expense.

In the case of a member who has been granted the Special Rate of Pension, the wife of such member shall not be entitled to receive a pension exceeding the rate specified above.

The total number of pensions in force was 223,988, and the amount expended at end of February, 1921, was £4,954,986.

6. Summary of Work of Department from 8th April, 1918, to 28th February, 1921.—The following is a summary of the work of the Department from its inception to the latest available date :—(a) *Employment*.—Number of applications, 210,948; number of positions filled, 118,624. (b) *Vocational Training*.—Vocational training is designed for—(i) Soldiers incapacitated from following their usual occupations. (ii) Apprentices whose indentures were interrupted by war service. (iii) Widows without children. (In cases where a widow with children satisfies the State Board that adequate arrangements can be made for the care of her children during training hours, applications for vocational training may be approved.) (iv) Students whose studies were interrupted by war services. (v) Members of the A.I.F. who enlisted under the age of twenty years. Classes representing 95 trades and callings have been established, with results as follows :—Number of men completed training, 11,083; number in training, 18,742. (c) *Assistance other than Vocational Training and Employment*.—Applications received, 361,647; applications approved, 311,291. (d) *War Service Homes*.—The operations of the War Service Homes Commission to 30th June, 1921, were as follows :—Altogether 4,356 homes have been completed under the Commission, while 1,176 are at present under construction. Of this number 449 are being constructed under contract, while 727 are being erected by day labour. There have been 91 additional contracts let for houses upon which constructional work has not yet been commenced,

while tenders have been called for a further 15 houses, but these tenders have not yet been finally dealt with. The number of houses which the Commissioner has assisted to complete is 126, and a total of 10,196 existing houses has been purchased by the Commissioner on behalf of returned soldiers or dependents eligible under the Act, involving a total cost of £5,920,389. Mortgages lifted number 1,381, involving £670,643. The total applications approved by the Commissioner to 30th June, 1921, numbered 17,199, the amount involved being £10,523,190. The Commissioner has purchased approximately 2,751 acres upon which to erect homes for soldiers under the provisions of the War Service Homes Act.

7. Assistance Granted.—The table hereunder shews the sums granted by way of assistance during the period from the inauguration of the Department (8th April, 1918) to 28th February, 1921 :—

DEPARTMENT OF REPATRIATION.—ASSISTANCE GRANTED FROM
8th APRIL, 1918, TO 28th FEBRUARY, 1921.

Particulars.	Gift.	Loan.	General.	Total.
	£	£	£	£
Expenses in providing employment (including tools of trade and transportation expenses)	2,268,128	14,803	24,924	2,307,855
Vocational Training (including sustenance, fares, fees for instruction, books and equipment and training classes) ..	2,227,405	41,926	509,142	2,778,473
Furniture	70,171	802,857	..	873,028
Small businesses	1,600	197,894	4	199,498
Plant	785	167,219	41	168,045
Live stock	70	18,331	..	18,401
Settlers' sustenance and other expenses ..	305,162	23	10,630	315,815
Homes for blinded soldiers	1,438	..	2,619	4,057
Passages beyond the Commonwealth ..	63,181	25	62,124	125,330
Living allowances (including allowances for homes)	613,043	34,712	3,423	651,178
Educational grants for children	3,817	65	..	3,882
Medical treatment (including surgical aids and maintenance of soldiers at institutions not conducted by this Department)	662,848	..	51,980	714,828
Funeral expenses	16,493	64	..	16,557
Miscellaneous	29,140	8,483	16,293	53,916
Expenses of allotment	21	2,138	8,584	10,743
Maintenance of medical institutions ..	..	..	46,757	46,757
Grants to local government bodies to provide employment for returned soldiers ..	..	..	450,757	450,757
Grants to local committees for administrative and other expenditure ..	..	..	53,256	53,256
Payments to trainees incidental to advanced training in building trades and other expenses	1,914	..	9,215	11,129
Co-operative businesses .. .. .	..	740	..	740
Totals	6,265,216	1,289,280	1,249,749	8,804,245

8. Settlement of Soldiers on the Land.—In 1917 at the Premiers' Conference in Melbourne it was agreed that the States should undertake the work of settling soldiers on the land but that the Commonwealth should finance them for this purpose.

The classes of persons entitled to assistance as land settlers are :—

- (1) Members of the Australian Expeditionary and Naval Forces ;
- (2) Members of the Naval and Military Forces of any part of the King's Dominions other than the Commonwealth if they resided in Australia prior to enlistment ;
- (3) Munition workers and war workers who left Australia under engagement with the Imperial Government to undertake war work.

The original arrangement provided that the Commonwealth should take the responsibility of finding up to £500 per settler as working capital for improvements, implements, seed, etc., an amount which was subsequently increased to £625 per settler.

At the Premiers' Conference held in January, 1919, definite proposals were put forward by the States at the request of the Commonwealth Government and the latter agreed to finance the States to the extent shewn in the following table:—

PROVISION FOR SOLDIER SETTLEMENT, 1919.

State.	No. of Settlers.	Advances to Settlers.	Land Resumption.	Public Works.	Total.
	No.	£	£	£	£
New South Wales	8,405	5,253,125	1,208,408	5,792,658	12,254,191
Victoria	5,395	3,721,875	6,592,500	..	10,314,375
Queensland	2,826	1,766,250	500,000	415,664	2,381,914
South Australia	1,729	1,080,825	1,351,346	600,000	3,031,971
Western Australia	3,100	1,937,500	500,000	2,162,500	4,600,000
Tasmania	1,556	972,500	1,251,944	13,898	2,238,342
Total	23,011	14,731,875	11,104,198	8,984,720	34,820,793

As the number of applicants exceeded the estimates, the States sought further assistance from the Commonwealth. The basis of the agreement arrived at (Premiers' Conference, July, 1920) was that the Commonwealth Government should advance the States a flat rate of £1,000 per settler—£625 per settler (on the average) as working capital and £375 per settler (on the average) for resumptions and works incidental to land settlement, approved by the Commonwealth.

The numbers provided for to the 31st December, 1920, are as follow:—

SOLDIER SETTLEMENT, 31st DECEMBER, 1920.

State.	Quota to be Settled under Original Agreement.	No. Settled to 31st December, 1920.
	No.	No.
New South Wales	8,405	5,633(a)
Victoria	5,395	6,950
Queensland	2,826	3,977
South Australia	1,729	1,838
Western Australia	3,100	3,537
Tasmania	1,556	2,137
Total	23,011	24,072

(a) To 30th November, 1920.

The amounts reimbursed to the State Governments by the Commonwealth to the 31st March, 1921, are as follows:—

New South Wales	£6,015,135
Victoria	10,442,604
Queensland	1,805,120
South Australia	2,344,215
Western Australia	2,978,681
Tasmania	1,800,580
Total	£25,386,335

Prior to the occupancy of the land, the Repatriation Department may pay sustenance for a limited period and subject to certain conditions, and during the first two years of occupancy, sustenance may be paid for six months while awaiting actual production.

The fares of a man and his family to his place of settlement are paid by the Repatriation Department and a limited amount allowed towards the cost of removal of his household effects.

Where men are given rural training, the cost of maintenance is shared between the State Lands Department and the Repatriation Department acting on behalf of the Commonwealth.

9. **Conspectus of State Laws affecting Settlement of Returned Soldiers on the Land.**—In Official Year Book No. 13, pp. 1018 *et seq.*, will be found a table giving particulars of the laws of the various States relating to returned soldiers' land settlement.

Later modifications have been made with a view to simplifying procedure, and liberalising the conditions under which holdings may be acquired.