

CHAPTER XIV.

DEFENCE.

§ 1. Military Defence.

1. *State Systems.*—A detailed historical account of the Australian defence forces prior to federation will be found in 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 States prior to federation was generally nearly up to establishment. On the 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 Australia, 27,353. This total is exclusive of cadets, reservists, and rifle club members.

2. *Commonwealth System.*—(i) *General.* Under the terms of the Constitution Act 1900, the Commonwealth took over control of defence matters in March, 1901. The growth of the Commonwealth Military Forces may be considered to have taken place in three phases, viz. :—

- (a) The first phase, *i.e.*, the welding together of the military forces of the States into one homogeneous army, was entrusted by the Government in 1902 to Major-General Sir Edward Hutton, K.C.B., K.C.M.G., and a sound foundation was laid, upon which the subsequent organization and training was based.
- (b) The second phase was the introduction of Universal Training in 1911. During the year 1909 a measure providing for universal training was passed by the Commonwealth Parliament, and the scheme came into force in 1911 after the advice and recommendations of the late Lord Kitchener had been obtained. By the Defence Acts of 1903 and 1904 all male inhabitants between the ages of 18 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 26 years *in time of peace*. By the Act of 1909 the principle of universal liability to training was made law for the first time in any English-speaking community. More detailed reference to these matters will be found in Official Year Book No. 12, p. 999 *et seq.*
- (c) The third phase, Divisional Organization, came into operation from the 1st May, 1921. Under this system a war organization, evolved from the Australian Imperial Force, is applied to peace conditions, with a minimum of permanent staff and forces. Numbers of units and formations have been altered to correspond with those of the A.I.F. and every effort is being made to maintain the traditions established by those units in the Great War.

(ii) *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 1921 (4th April) was about 300,000, at citizen soldier age, *i.e.*, between 18 and 26, 353,000 ; these latter, with 409,000 at ages between 26 and 35, give 762,000 as the total males at the best period for military service. It is estimated that 529,000 of those available between the ages of 18 and 35 were not married or widowers without children, and 233,000 were married or widowers with children. In addition, there were about 762,000 between the ages 35 and 60.

(iii) *Allotment of Units.* The organization is territorial, and the divisions based upon infantry units. There are 62 battalions, forming 15 brigades. The areas have approximately equal numbers of males of citizen soldier age, and each furnishes a battalion of infantry, and a proportion of other troops.

ALLOTMENT OF UNITS TO AREAS, 1st FEBRUARY, 1925.

State.	Brigade Areas.	Battalion Areas.													Training Areas.
		Providing the undermentioned Units—													
		Number of Areas.	Infantry Battalions.	Light Horse Regiments.	Field Artillery Batteries.	Engineers.		Signallers.		A.A.M.C.					
						Companies.	Troops.	Sections.	Troops.	A.A.S.C. Companies.	Field Amb.	Sanitary Sections.	A.A.V.C. Sections.		
N.S. Wales ..	5	21	21	7	17	7	3	18	4	10	8	3	4	35	
Victoria ..	5	21	21	6	17	7	3	18	4	10	7	2	4	27	
Queensland ..	2	8	8	4	7	2	1	9	1	3	3	1	1	10	
S. Aust. ..	1	5	5	4	4	1	1	2	1	12	2	1	1	9	
W. Aust. ..	1	4	4	1	3	1	1	4	..	1	1	1	..	7	
Tasmania ..	1	3	3	1	3	1	..	3	..	1	1	1	..	4	
Total ..	15	62	62	23	51	19	8	54	10	27	22	9	10	92	

(iv) *Strength of Military Forces.* (a) *Districts.* 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. As a result of the International Conference which met at Washington on the 11th November, 1921, it was decided by the Australian Government in 1922 that the universal training law is to be continued, but its operation is to be restricted to the more populous centres and to certain quotas only. As from 1st July, 1925, Senior Cadet training is confined to one quota instead of four quotas, and training commences on the 1st July of the year in which persons liable reach the age of 17 years. Citizen Force training is confined to three quotas instead of seven quotas, and commences on the 1st July of the year in which persons liable reach the age of 18 years, and continues until the 30th June of the year in which they reach the age of 21 years. Notwithstanding these reductions in training, the liability to register at the age of 14 years and to serve for the full period prescribed by the Defence Act remains. Junior Cadet training of boys of the age of 12 and 13 years was in abeyance during the years 1922-23 and 1923-24, but has been resumed as an activity of the Defence Department as from 1st July, 1924. The existing Divisional Organization of the Field Force is being retained in skeleton form, units being maintained at considerably below war strength.

TRAINING STRENGTH OF MILITARY FORCES, 1901, 1913, AND 1920 TO 1925.

(a) District.	1901. (b) 1/3/01	1913. 30/6/13.	1920. 30/6/20.	1921. 31/12/21.	1922. 31/12/22.	1923. 31/12/23.	1925. 1/2/25.
Hd.-Qrs.(c) ..	..	277	463	458	499	58	130
1st (Q'ld.) ..	4,310	4,625	13,323	14,752	4,319	4,212	4,263
2nd (N.S.W.) ..	9,772	12,105	38,558	46,924	14,561	15,211	15,420
3rd (Vict.) ..	7,011	10,840	30,762	41,484	11,117	11,825	11,847
4th (S. Aus.) ..	2,956	3,228	10,590	12,495	3,452	3,828	3,772
5th (W. Aus.) ..	2,283	1,885	4,400	6,540	2,018	2,170	2,205
6th (Tas.) ..	2,554	1,777	4,569	5,307	1,190	1,299	1,252
Total ..	28,886	34,537	102,665	127,960	37,156	38,603	38,889

(a) Approximately coterminous with boundaries of States. (b) Date of taking over the military forces from States by Commonwealth. (c) Including cadets at Royal Military College of Australia.

(b) *Various Arms.* The numbers of the different arms of the service on the 1st February, 1925, were as follows:—

ARMS OF THE COMMONWEALTH MILITARY FORCES, 1st FEBRUARY, 1925.(a)

Light Horse	3,746	Ordnance (including Armament Artificers)	42
Field Artillery	4,242	Survey Section (Engineers)	14
Garrison Artillery	1,003	R.A.E. Works Section	18
Field Engineers	1,559	Royal Military College (Cadets)	50
Signallers	1,240	Provost Staff	15
Fortress Engineers	208	Legal Department	16
Infantry	23,265	Intelligence Section, G.S.	10
Army Service Corps	1,223	Engineer and Railway Staff Corps	52
Army Medical Corps	1,209		
Army Veterinary Corps	136		
Staff Corps	242		
Australian Instructional Corps	599	Grand Total	38,889

(a) Excluding civilian staff.

(c) *Classification of Land Forces.* The following table shows the strength of the land forces in each State, classified according to nature of service, on the 1st February, 1925:—

CLASSIFICATION OF LAND FORCES,(a) 1st FEBRUARY, 1925.

Branch of Service.	Army Head-quarters.	1st Military District. (Qld.)	2nd Military District. (N.S.W.)	3rd Military District. (Vic.)	4th Military District. (S. Aus.)	5th Military District. (W.Aus.)	6th Military District. (Tas.)	Total.
Permanently employed	(b)130	150	637	496	91	129	64	1,697
Citizen Soldiers .. ..	..	4,113	14,783	11,351	3,681	2,076	1,188	37,192
Unattached List of Officers .. ..	..	51	148	199	29	16	26	469
Engineer and Railway Staff Corps	5	10	9	10	6	8	4	52
Reserve of Officers .. ..	..	1,344	4,313	3,986	1,088	888	366	11,985
Chaplains .. ..	..	58	72	142	41	32	21	366
Total	135	5,726	19,962	16,184	4,936	3,149	1,669	51,761

(a) Excluding civilian staff.

(b) Including Cadets at Royal Military College of Australia.

(d) *Numbers Serving under Compulsory Provisions.—(1) General.* The following tables show the numbers registered and training under the compulsory system, distinguishing Citizen Forces and Senior Cadets.

(2) *Citizen Forces 1905 and 1906 Quotas.* Registrations under these quotas as at the 31st December, 1924, are given hereunder.

UNIVERSAL TRAINING.—CITIZEN FORCES REGISTRATIONS, QUOTAS IN TRAINING (1905 AND 1906 QUOTAS), AS AT 31st DECEMBER, 1924.

Military Formations and Districts.	1906 Quota.	1905 Quota.	Total Registrations.
1st Division (2nd M.D.)	4,711	4,327	9,038
2nd Division (2nd M.D.)	7,396	7,129	14,525
3rd Division (3rd M.D.)	5,596	5,765	11,361
4th Division (3rd M.D.)	3,583	3,673	7,256
4th Division (4th M.D.)	3,308	3,312	6,620
11th Mixed Brigade (1st M.D.)	4,157	4,318	8,475
12th Mixed Brigade (6th M.D.)	1,160	1,296	2,456
13th Mixed Brigade (5th M.D.)	2,139	2,190	4,329
Total	32,050	32,010	64,060

(3) *Registrations, 1899 to 1904 Quotas.* Figures relating to these quotas have been included in the next table :—

CITIZEN FORCES.—REGISTRATIONS, QUOTAS NOT IN TRAINING (1899 TO 1904 QUOTAS), AS AT 31st DECEMBER, 1924.(a)

Military District.	Total Registrations in Training Areas.						Total.
	Quota, 1899.	Quota, 1900.	Quota, 1901.	Quota, 1902.	Quota, 1903.	Quota, 1904.	
1st	4,915	4,865	4,453	4,260	3,673	4,154	26,320
2nd	9,607	10,058	9,970	10,451	10,968	12,052	63,106
3rd	6,747	7,325	7,390	7,248	8,359	9,340	46,409
4th	3,014	3,226	2,878	2,805	2,874	3,261	18,058
5th	1,222	1,178	1,244	1,347	1,989	2,095	9,075
6th	1,248	1,381	1,222	1,181	1,204	1,300	7,536
Total	26,753	28,033	27,157	27,292	29,067	32,202	170,504

(a) Latest particulars available, as no training is required of these quotas.

(4) *Exemptions and Missing Trainees.* Particulars for the 1905 and 1906 quotas are given hereunder :—

CITIZEN FORCES.—EXEMPTIONS AND MISSING TRAINEES, QUOTAS IN TRAINING (1905 AND 1906 QUOTAS), 31st DECEMBER, 1924.

Military Formations and Districts.	Exemptions.			Missing Trainees.
	1906 Quota.	1905 Quota.	Total.	1906 and 1905 Quotas.
1st Division (2nd M.D.) ..	2,083	2,105	4,188	145
2nd Division (2nd M.D.) ..	3,207	3,354	6,561	411
3rd Division (3rd M.D.) ..	2,139	2,347	4,486	494
4th Division (3rd M.D.) ..	1,910	1,999	3,909	233
4th Division (4th M.D.) ..	1,673	1,705	3,378	87
11th Mixed Brigade (1st M.D.)	2,542	2,649	5,191	50
12th Mixed Brigade (6th M.D.)	724	812	1,536	86
13th Mixed Brigade (5th M.D.)	1,241	1,380	2,621	14
Total	15,519	16,351	31,870	1,520

(5) *Trainees Serving with Senior Cadets as Officers.* The number of Citizen Force trainees serving as officers of Senior Cadets at the end of 1924 is given in the next table :—

TRAINEES OF CITIZEN FORCE AGE SERVING AS OFFICERS OF SENIOR CADETS, 31st DECEMBER, 1924.

Military Formations and Districts.	1906 Quota.	1905 Quota.	Total.
1st Division (2nd M.D.) ..	36	10	46
2nd Division (2nd M.D.) ..	56	28	84
3rd Division (3rd M.D.) ..	38	11	49
4th Division (3rd M.D.) ..	18	9	27
4th Division (4th M.D.) ..	23	11	34
11th Mixed Brigade (1st M.D.)	21	10	31
12th Mixed Brigade (6th M.D.)	3	1	4
13th Mixed Brigade (5th M.D.)	14	3	17
Total	209	83	292

(6) *Senior Cadets—Registrations, etc.* Registrations and numbers in training from the 1907 to 1910 quotas at the end of 1924 are shown in the next table :—

**SENIOR CADETS.—REGISTRATIONS AND NUMBER ACTUALLY IN TRAINING,
31st DECEMBER, 1924 (1907 TO 1910 QUOTAS).**

Military Formations and Districts.	Total Registrations.—Senior Cadets.					Number actually in Training.—Senior Cadets.		
	1910 Quota.	1909 Quota.	1908 Quota.	1907 Quota.	Total.	1908 Quota.	1907 Quota.	Total.
1st Division (2nd M.D.) ..	2,492	2,882	3,879	4,399	13,652	2,786	2,689	5,475
2nd Division (2nd M.D.) ..	4,891	5,546	7,011	7,602	25,050	4,671	4,576	9,247
3rd Division (3rd M.D.) ..	3,384	3,861	5,299	5,592	18,136	3,739	3,598	7,337
4th Division (3rd M.D.) ..	2,278	2,244	3,038	3,413	10,973	1,818	1,718	3,536
4th Division (4th M.D.) ..	2,104	2,226	3,255	3,132	10,717	2,040	1,803	3,843
11th Mixed Brigade (1st M.D.)	2,602	2,913	3,914	4,172	13,601	2,148	1,972	4,120
12th Mixed Brigade (6th M.D.) ..	820	777	1,033	1,074	3,704	479	400	879
13th Mixed Brigade (5th M.D.) ..	1,430	1,469	1,894	2,044	6,837	1,177	1,095	2,272
Total	20,001	21,918	29,323	31,428	102,670	18,858	17,851	36,709

(7) *Senior Cadets—Exemptions and Missing Trainees.* Figures regarding these at the end of 1924 are shown below :—

SENIOR CADETS.—EXEMPTIONS AND MISSING TRAINEES, 31st DECEMBER, 1924.

Military Formations and Districts	Exemptions.					Missing Trainees.
	1910 Quota.	1909 Quota.	1908 Quota.	1907 Quota.	Total.	
1st Division (2nd M.D.) ..	1	21	1,061	1,654	2,737	88
2nd Division (2nd M.D.) ..	28	49	2,251	2,899	5,227	214
3rd Division (3rd M.D.) ..	2	44	1,453	1,845	3,344	261
4th Division (3rd M.D.) ..	5	10	1,144	1,624	2,783	136
4th Division (4th M.D.) ..	30	34	1,194	1,283	2,541	67
11th Mixed Brigade (1st M.D.)	46	111	1,704	2,165	4,026	97
12th Mixed Brigade (6th M.D.)	13	16	537	654	1,220	37
13th Mixed Brigade (5th M.D.)	9	34	699	948	1,690	10
Total	134	319	10,043	13,072	23,568	910

(8) *Citizen Forces—Medical Examinations.* The following table shows the results of examinations of the 1906 quota as at the end of 1924 :—

**CITIZEN FORCES—MEDICAL EXAMINATIONS, 1906 QUOTA, YEAR ENDED
31st DECEMBER, 1924.**

Military Formations and Districts.	Number of Examinations carried out.	Fit.		Unfit (A.M.R. 369).		Unfit (including those under A.M.R. 780, but excluding those under A.M.R. 369).	
		Number.	Per-centage.	Number.	Per-centage.	Number.	Per-centage.
1st Division (2nd M.D.)	3,030	2,636	87.00	117	3.86	277	9.14
2nd Division (2nd M.D.)	5,083	4,322	85.03	163	3.21	598	11.76
3rd Division (3rd M.D.)	4,287	3,540	82.57	198	4.62	549	12.81
4th Division (3rd M.D.)	1,984	1,668	84.07	29	1.46	287	14.47
4th Division (4th M.D.)	1,989	1,664	83.66	73	3.67	252	12.67
11th Mixed Brigade (1st M.D.)	2,295	1,699	74.03	304	13.25	292	12.72
12th Mixed Brigade (6th M.D.)	546	409	74.91	5	0.91	132	24.18
13th Mixed Brigade (5th M.D.)	1,162	969	83.39	85	7.32	108	9.29
Total	20,376	16,907	82.98	974	4.78	2,495	12.24

(v) *Administration and Instruction.* The staff provided for the administration and training of the various arms consists of 242 officers (Staff Corps), 47 quartermasters, and 552 warrant and non-commissioned officers (Australian Instructional Corps).

(vi) *Royal Military College, Duntroon.* This College was established at Duntroon in the Federal Capital Territory 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 on a population basis. Further particulars respecting the College are given on page 915 of Official Year Book No. 15. In January, 1925, the staff numbered—military, 21; civil, 10.

(vii) *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 Defence Department and the Railway Departments in regard to concentration and mobilization 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 52 officers on 1st February, 1925. Fuller details will be found in Official Year Book No. 6, pp. 1070-1.

(viii) *Rifle Clubs.* On the 31st May, 1925, there were 1,120 rifle clubs with a membership of 42,727, and 103 miniature rifle clubs having a membership of 3,834. 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 16 and 60, who must be natural-born or naturalized British subjects 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.

On the 3rd August, 1921, the administration of rifle clubs was transferred from military to civil control, and rifle clubs ceased to form part of the military organization.

§ 2. Naval Defence.

1. *State Systems.*—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. **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 1905, the Naval Board was constituted, which took over the administration of the Commonwealth naval forces, thereby ensuring continuity of policy and administration. His Majesty the King approved of a flag, similar to that used by the Board of Admiralty, being flown when the Naval Board is present in an official capacity, and this flag has taken its place amongst the naval flags of the nations.

3. **The Present System.**—(i) *General.* An outline of the development of Australian naval policy was given in Official Year Book No. 3, pp. 1060–61, and No. 12, p. 1012. Some account of the building of the Australian Fleet, the proposed and modified cost thereof, the compact with the Imperial Government, etc., appears in Official Year Book No. 15, pp. 921 *et seq.* Up to the 30th June, 1924, the expenditure on construction amounted to £7,171,583.

The Washington Conference of 1921 has had a marked effect on Naval Defence schemes, and all warship building and naval base construction have been suspended. The Fleet personnel was reduced from 4,843 in 1921 to 3,500 in 1923, and the ships in commission were reduced from 25 to 13. H.M.A.S. *Australia* was sunk in accordance with the provisions of the Washington Treaty on 12th April, 1924.

The Commonwealth Government, however, recently decided to build two 10,000 cruisers (the maximum size at present allowed for new construction under the Washington Conference), two ocean-going submarines, and a seaplane-carrier. The order for the two cruisers was placed in Scotland, and they are expected to be in commission in 1928. The two submarines, which will be built in England, should be delivered early in 1927. The seaplane-carrier (approx. 6,000 tons) is to be built at Cockatoo Island Dockyard, Sydney, by the Commonwealth Shipping Board.

The British Admiralty have, in addition, lent to the Royal Australian Navy the sloop *Silvio*, which has been refitted in England as a surveying ship, and renamed H.M.A.S. *Moresby*. This vessel will be employed with H.M.A.S. *Geranium* in surveying Australian waters, and should reach Australia approximately in August, 1925. In addition, the Commonwealth Government has agreed to subsidize the New South Wales Government in connexion with the building of a floating dock, which will be available for naval use in times of war or emergency.

(ii) *Naval College.* A naval college was established at Geelong in 1913, and was transferred in 1915 to Captain's Point, Jervis Bay, New South Wales. The course is similar to that carried out in naval colleges in England. In May, 1925, there were 49 cadet midshipmen under training. 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 naturalized 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. Altogether 135 officers who have passed through the College are now serving with the Fleet.

(iii) *Training Ships.* H.M.A.S. *Tingira*, moored in Rose Bay, Sydney, was commissioned in April, 1912, to train boys for the personnel of the Royal Australian Navy. The age of entry is $14\frac{1}{2}$ to $16\frac{1}{2}$ years. Only boys of very good character and physique are accepted, after a strict medical examination, and they must engage to serve until they reach the age of 30. The training lasts about one year, and trainees are then drafted to a sea-going warship of the Australian Fleet. Recruiting has been satisfactory, and 256 boys were under training on 15th May, 1925.

(iv) *The Naval Station.* The following are the limits of the Naval Station which, since 1st June, 1919, has 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 in 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.

(v) *Vessels.* A list of the vessels of the Royal Australian Navy is given hereunder.

SHIPS OF THE ROYAL AUSTRALIAN NAVY, JUNE, 1925.

Vessel.	Description.	Displacement.	Power.
		Tons.	H.P.
<i>Adelaide</i>	Cruiser	5,500	25,000
<i>Anzac</i>	Flotilla Leader	1,660	36,000
<i>Brisbane</i>	Cruiser	5,400	25,000
<i>Cerberus</i>	Motor-boat	61	220
<i>Penguin</i>	Depot Ship	5,880	12,500
<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>	Cruiser	5,400	25,000
<i>Moresby</i>	Sloop	1,320	2,500
<i>Parramatta</i>	T.B. Destroyer	700	9,000
<i>Stahwart</i>	"	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>	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>Warrego</i>	"	700	9,000
<i>Yarra</i>	"	700	9,000
FLEET AUXILIARIES—			
<i>Biloela</i>	Fleet Collier and Oiler	5,700	2,300
<i>Kurumba</i>	Fleet Oiler	3,970	..

(vi) *Naval Forces.* 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 and will become more so as time goes on. The strength of the naval forces is given hereunder.

STRENGTH OF NAVAL FORCES (PERMANENT AND RESERVES), 15th MAY, 1925.

Description of Force.	Numbers Borne.		
	In Training.	Officers.	Men.
Royal Australian Navy (Sea-going) .. ..	..	406	4,219
Cadet Midshipmen undergoing training at R.A.N. College	49	..	..
Boys undergoing training on H.M.A.S. <i>Tingira</i>	256	..	..
Royal Australian Naval Reserve (Sea-going) .. ..	..	58	..
Royal Australian Fleet Reserve .. ..	..	..	131
Royal Australian Naval Reserve .. ..	..	145	5,804
Royal Australian Naval Volunteer Reserve .. ..	..	3	31

§ 3. Air Defence.

1. **General.**—Having regard to the development in aircraft, the Australian military authorities, as early as 1911, were considering the question of providing for local air defence. In 1912 approval was given for the establishment, as part of the army organization, of a Central Flying School for the training of aeroplane pilots. An area of land was acquired at Point Cook, Victoria; hangars and workshops were erected, and two flying instructors, four mechanics, and five aeroplanes were obtained from England. In June, 1914, the work at Point Cook was sufficiently advanced to permit the commencement of training, and the first course was arranged to begin on the 14th August, 1914. The training of pilots at the School continued actively throughout the War, but after the cessation of hostilities the staff was reduced to a small nucleus.

No steps were taken towards the establishment of a Naval Air Service beyond the appointment, in 1918, of an Air Adviser to the Navy Department.

In 1920 it was resolved to establish an Australian Air Force. Pending the passing of an Air Defence Bill, the Australian Air Force was constituted by proclamation issued under the powers contained in the Defence Act 1903–1918, as part of the Australian Military Forces. This was effected as from 31st March, 1921, and from 13th August, 1921, the Force was designated the Royal Australian Air Force. The Air Defence Bill was passed by the Senate in May of that year, but lapsed on the prorogation of Parliament. The Air Defence Bill was presented to Parliament again in 1923 and after debate was withdrawn and a short Bill drafted—entitled the Air Force Act 1923. This Bill passed through all stages and was assented to on 1st September, 1923. It is a temporary measure constituting the Royal Australian Air Force an autonomous arm of the Defence Forces, and will probably be superseded by a more comprehensive measure.

Under the new Air Board Regulations issued in October, 1922, the Royal Australian Air Force is administered by a Board consisting of two Air Force members and a Finance member. To this Force is entrusted the air defence of Australia, the training of personnel for co-operation with the naval and military forces, and the refresher training of pilots engaging in civil aviation. The present establishment of the Force includes the following units:—

- (a) Head-Quarters, Royal Australian Air Force, with representation at the Air Ministry in London;
- (b) One Station containing a Flying Training School, a Stores Depot, and one composite squadron.
- (c) One Station containing one composite squadron and one flight.
- (d) An Experimental Section.

In deciding all matters of policy the Minister is assisted by a representative Air Council, which includes officers of the Navy, Army, and Air Force, and the Controller of Civil Aviation.

2. **Establishment.**—The present approved establishment of the Permanent Air Force is 71 officers and 453 airmen.

The policy of the Air Force is to form in peace an efficient nucleus which in time of war will be capable of rapid expansion to meet war requirements.

3. **Aerial Routes.**—Aerodromes and Alighting Sites have been prepared between the capital cities and on certain parts of the coast for service and civil purposes. The total number prepared to date is 120.

4. **Civil Aviation.**—Details regarding the formation and activities of the Civil Aviation Department will be found in Chapter VII., Section D. Aircraft.

§ 4. Expenditure on Defence.

1. Expenditure, 1901-2 to 1924-25.—The following table shows Defence expenditure in various years from 1901-2 to 1924-25. Details of the expenditure of the Defence Department and the cost of the war and repatriation are given in Chapter VIII.—Finance.

DEFENCE EXPENDITURE.—AUSTRALIA, 1901-2 TO 1924-25.

Year.	Naval.		Military.		Air.		Total Defence Expenditure. (a) (b)
	Under Ordinary Votes and Appropriations.	Total Naval. (a)	Under Ordinary Votes and Appropriations.	Total Military. (a)	Under Ordinary Votes and Appropriations.	Total Air. (a)	
	£	£	£	£	£	£	£
1901-2 ..	178,819	178,819	777,620	780,260	..	..	959,079
1906-7 ..	255,120	256,066	585,516	779,729	..	..	1,035,795
1911-12 ..	461,546	1,634,466	1,607,103	2,443,382	..	4,000	4,081,845
1916-17 ..	1,510,542	6,641,249	1,532,619	59,364,998	12,156	36,758	66,043,008
1921-22(b) ..	2,375,965	3,212,736	1,925,924	41,726,436	155,082	285,686	45,224,858
1922-23(b) ..	2,124,491	2,575,181	1,481,754	33,351,849	179,337	273,031	36,200,011
1923-24(b) ..	2,084,420	2,279,310	1,545,454	32,922,571	222,657	306,418	35,508,299
1924-25(b) (Estimated)	2,086,021	2,386,234	1,507,270	32,182,149	225,865	307,099	34,875,482

(a) During the war years and subsequently, war expenditure and war expenditure on works included in total. (b) Not including War Gratuity (see p. 613).

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

Ordinary Services ..	..	..	£800,000
Works, Arms, Equipment, etc. ..	..	..	200,000
Total ..	..	..	£1,000,000

2. Comparison with Other Countries.—The total expenditure on defence and the expenditure per inhabitant in various countries according to estimates made immediately prior to the late war and for the latest available year are as follows:—

ESTIMATED PRE-WAR AND POST-WAR EXPENDITURE ON DEFENCE.—VARIOUS COUNTRIES.

Country.	Year.	Total Expenditure.	Per Inhabitant.	Year.	Total Expenditure.(a)	Per Inhabitant.
		£	s. d.		£	s. d.
Great Britain ..	1913-14	77,179,000	33 9	1924-25	115,311,000	53 9
Germany ..	..	97,845,000	30 2	..	23,177,000	7 9
France ..	1913	56,738,000	28 7	1925	56,080,000	28 7
Italy ..	1913-14	23,614,000	13 7	1924-25	24,719,000	12 6
Switzerland ..	1913	1,772,000	9 1	1925	3,428,000	17 8
Spain ..	..	9,218,000	9 3	1924-25	14,430,000	13 3
Portugal ..	1913-14	3,041,000	10 3	1925-26	1,830,000	6 1
Norway ..	..	1,204,000	9 11	1924-25	1,476,000	11 2
Sweden ..	1913	4,510,000	16 0	..	8,510,000	28 4
Denmark ..	1913-14	1,625,000	11 5	1925-26	2,516,000	15 5
Holland ..	1913	4,458,000	14 6	1924	8,616,000	24 4
Belgium ..	..	3,260,000	8 7	..	9,192,000	24 0
United States ..	1913-14	64,537,000	14 0	1925-26	128,723,000	24 4
Canada ..	1912-13	1,872,000	5 2	1924-25	2,445,000	5 7
Japan ..	1913-14	12,039,000	3 6	..	24,192,000	8 2
Australia ..	..	4,752,000	19 5	..	4,468,212	15 3
New Zealand ..	..	539,000	9 11	1923-24	634,000	9 10

(a) Excluding expenditure in connexion with the late War.

§ 5. Munitions Supply.

1. *General*.—Owing to the necessity for the creation of Australian sources for the supply of munitions of war, authority was given for the establishment of a Munitions Supply Board consisting of a Controller-General and two Controllers, who are charged with the following :—

- (a) Provision of such armament, arms, ammunition, equipment, supplies and stores of all kinds as may be demanded by the various Naval, Military and Air Services.
- (b) Research—chemical and physical investigation of raw materials and products, and of the manufacturing processes to which such materials are subjected.
- (c) Inspection and examination of supplies obtained in Australia other than food, forage and fuel supplies up to point of issue to service.
- (d) Administration of industrial establishments and factories established or to be established.

The Contract Board, which is a part of the Munitions Supply organization, consists of a Chairman appointed by the Munitions Supply Board and a representative from each of the three arms of the service. This Board has branches in all States and is the chief purchasing agent of the Department. Apart from the existing munition factories, the Board has set up and controls a Research Laboratory at Maribyrnong (Victoria) and an Inspection Branch at Footscray (Victoria) and Lithgow (New South Wales) and has at present in course of construction a Gun Ammunition Factory for the manufacture of Field Artillery ammunition, an Ordnance Factory which will supply 18-pdr. guns and shells, a T.N.T. and Filling Factory for the manufacture of high explosives and loading artillery ammunition, and a Machine Gun and Pistol Factory at the Small Arms Factory. These factories will provide for normal peace requirements only. They will, however, serve a dual purpose, inasmuch as they will afford an opportunity of preparing for war by training staff and employees in the technique of manufacture according to local conditions, while providing models for expansion and duplication should the occasion arise, in addition to acting as technical schools for commercial establishments in the event of the latter being converted to war purposes.

2. *Factories*.—(1). *General*. The Explosives Factories at Maribyrnong, Victoria, which manufacture explosives for cartridges and artillery ammunition, were established in 1911. The staff at 30th June, 1924, numbered 99.

The Cordite Factory, Maribyrnong, Victoria, which manufactures explosives for cartridges and artillery ammunition, was established in 1911. The staff at 30th June, 1924, numbered 99.

The Acetate of Lime Factory, established at Bulimba, Brisbane, in September, 1918, provides acetate of lime (a raw material used in the manufacture of acetone) and is at present producing alcohol fuel for the use of Government motor vehicles. The number of employees at 30th June, 1924, numbered 30.

The Clothing Factory at Melbourne, Victoria, which had a staff of 222 employees on 30th June, 1924, commenced output in July, 1912, and since that date has been able to supply the whole of the uniform clothing required for the Defence forces, and the Postmaster-General's Department. It also supplies clothing required by State Departments and local public bodies.

The Small Arms Factory at Lithgow, New South Wales, which was opened on 1st June, 1912, and delivered the first instalment of Australian arms in May, 1913, had on its pay roll on 30th June, 1924, 345 employees. Rifles are being produced, and the manufacture of pistols and machine guns has been undertaken.

On 1st January, 1921, by virtue of an agreement with the Colonial Ammunition Company Limited, the Defence Department entered into possession on lease of the Company's works at Footscray, Victoria, and had at 30th June, 1924, 189 persons employed there. The works are now known as the Defence Small Arms Ammunition Factory, and rifle and pistol ammunition are manufactured there.

(ii) *Expenditure on Factories.* The expenditure up to 30th June, 1924, 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, £421,043; Explosives Factories, £307,120; Clothing Factory, £37,142; Acetate of Lime Factory, £154,159.

§ 6. Remount Depot.

The Defence Act of 1910 authorized the establishment and maintenance of remount depots, farms, and stations for the breeding of horses. A few thoroughbred stallions are maintained by the Department for the service, at a low fee, of approved privately-owned mares. Horses are maintained 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, veterinary hospitals have been established, and stables have been built in all States. A remount section of the Army Service Corps has been formed for the purpose of breaking, training and looking after remounts generally. These sections are so organized as to be capable of rapid expansion in case of emergency. 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.

§ 7. 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.*).

2. *Australian Troops (Great War).*—Particulars of the enlistments, casualties, honours and decorations won, and engagements of the Australian Imperial Force during the Great War were given in Official Year Book No. 16, pp. 628 *et seq.* Limits of space, however, preclude the repetition of this information in the present volume.

§ 8. War Gratuity.

Reference was made in preceding Year Books (see No. 15, p. 930) to the bonus payable in accordance with the War Gratuity Acts of 1920 as a war service gratuity to soldiers and sailors who served in the Great War. Owing to limitations of space this information cannot be repeated, but it may be noted that the gratuity was paid in Treasury bonds, maturing not later than 31st May, 1924, and bearing interest at 5½ per cent. In necessitous cases, payment was made in cash, when desired by the person entitled. The first gratuities were made available about the beginning of June, 1920. The gratuities numbered 360,000, and the total amount paid was £27,424,317.

§ 9. Special Defence Legislation.

Information regarding special defence legislation enacted by the Commonwealth Government during the War was given in Official Year Book No. 15, p. 930. It may be pointed out here that the War Precautions Act Repeal Act of 1920 repealed the Act 1914–18, but a limited number of matters dealt with under the original Act are now provided for under the War Precautions Act Repeal Act of 1920 or by regulations made thereunder.

§ 10. Repatriation.

1. *General.*—An outline of the activities leading up to the formation of the Commonwealth Department of Repatriation was given in Official Year Book No. 15, p. 931, but limits of space preclude its repetition in the present volume. Some account was given also in the Year Book referred to, and in subsequent issues, of the policy and activities of the Department generally, while detailed information was incorporated in regard to such matters as sustenance rates and pensions to soldiers and dependents. (See Official Year Book 17, pp. 598 to 601.)

2. *Pensions*.—The pensions in force on the 1st May, 1925, numbered 243,056, and the amount expended thereon during the eleven months ending 30th April, 1925, was £5,942,349.

3. *Summary of Activities*.—The following is a summary of the work of the Department from 8th April, 1918, to 30th April, 1925:—

(i) *Employment*.—Number of applications, 246,301; number of positions filled, 131,509.

(ii) *Vocational Training*.—Number of men completed training, 24,889; number in training, 2,278.

(iii) *Assistance other than Vocational Training and Employment*.—Applications received, 582,444; applications approved, 503,380.

(iv) *Soldiers' Children's Education Scheme*. From the inauguration of the scheme in February, 1921, up to 30th April, 1925, 6,159 applications for assistance had been received. Of these 5,146 had been approved, of which 845 recipients of the benefits had completed their training, 93 applications were pending, and the remainder had been refused or withdrawn.

It is estimated that the scheme will involve an outlay of £1,250,000, of which the Commonwealth has undertaken to provide £800,000, while it is hoped that the balance will be forthcoming from private and public funds and benefactions. Up to 30th April, 1925, the expenditure was £304,504.

(v). *Assistance Granted*.—The total expenditure incurred during the period 8th April, 1918, to 30th April, 1925, was £14,257,000, of which £8½ millions represented gifts, £1½ million loans, and about £4 millions general expenditure. Of the total the largest amounts were absorbed by vocational training, with nearly £5 millions, and expenses of providing employment £2½ millions.

4. *Settlement of Soldiers on the Land*.—At the Premiers' Conference in Melbourne in 1917 it was agreed that the States should undertake the work of settling on the land returned soldiers and munition and war workers, but that the Commonwealth should finance them for this purpose.

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, together with £375 per settler for resumptions and works incidental to land settlement approved by the Commonwealth. Particulars of the advances to the States are shown in the following table:—

ADVANCES TO STATES FOR SOLDIER SETTLEMENT, AT 30th JUNE, 1924.

State.	No. of Settlers.	Advances agreed upon.	Advanced during 1923-24.	Advanced to 30th June, 1924.	Advances outstanding 30.6.24.
	No.	£	£	£	£
New South Wales	8,405	12,254,191	..	9,826,203	9,806,057
Victoria	11,000	15,708,514	..	11,968,176	11,794,075
Queensland	3,898	3,290,789	..	2,779,451	2,762,337
South Australia	5,000	6,265,471	..	2,857,780	2,833,005
Western Australia	5,186	6,278,750	600,000	5,463,782	5,431,202
Tasmania	2,821	3,521,234	19,280	2,168,303	2,129,563
Total	36,310	47,318,949	619,280	35,063,695	34,756,239

Prior to the occupancy of the land, the Repatriation Department was empowered to pay sustenance for a limited period, subject to certain conditions, also for 6 months during the first 2 years of occupancy while awaiting production.

5. **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 liberalizing the conditions under which holdings may be acquired.

§ 11. War Service Homes.

The operations of the War Service Homes Commission at 31st May, 1925, may be briefly set out as follows:—28,619 applications involving advances amounting to approximately £18,870,304 had been approved; 12,745 houses had been completed; 128 applicants had been assisted to complete or enlarge dwelling-houses partly owned; 1,000 houses were in course of construction; and 975 building applications had been approved in respect of which building operations had not been commenced.

In addition, the Commission had purchased on behalf of eligible applicants 11,942 already-existing properties, and had taken over mortgages existing on 1,876 dwelling-houses, but in a number of cases actual settlement and transfer has not taken place. Applications in respect of 47 completed houses had not, however, been definitely approved, but pending this action the majority of the houses are occupied by the applicants under a weekly tenancy agreement.

The foregoing figures include the operations of the State Bank of South Australia, which is now carrying out the provisions of the War Service Homes Act in South Australia, the Commonwealth's obligations being to make available to the Government as a loan the funds required for the purpose.