

1887.
NEW ZEALAND.

CORRESPONDENCE

RELATING TO

NAVAL DEFENCE OF THE COLONY;

OFFERS OF MILITARY ASSISTANCE BY THE COLONIES TO THE
BRITISH GOVERNMENT;

DEFENCE OF KING GEORGE'S SOUND;

COMBINED ACTION OF THE COLONIES IN THE EVENT
OF WAR;

AMENABILITY OF COLONIAL FORCES WHEN SERVING WITH
IMPERIAL TROOPS TO IMPERIAL MILITARY LAW.

[In continuation of A.—6 and A.—7, 1885.]

PRESENTED TO BOTH HOUSES OF THE GENERAL ASSEMBLY BY COMMAND OF
HIS EXCELLENCY.

BY AUTHORITY:
GEORGE DIDSBURY, GOVERNMENT PRINTER, WELLINGTON.

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1887.
NEW ZEALAND.

NAVAL DEFENCES OF THE COLONY, ETC.

(CORRESPONDENCE RELATING TO).

[In continuation of A.-6 and A.-7, 1885.]

Presented to both Houses of the General Assembly by Command of His Excellency.

No. 1.

The PREMIER to the AGENT-GENERAL.

SIR,—

Premier's Office, Wellington, 5th June, 1885.
As I addressed you on the 22nd ultimo on the subject of the offer of troops by the A.-7, 1885, No. colonies to Her Majesty's Government, so I now have the honour to enclose, for your information, 14. copies of memoranda addressed by Ministers to His Excellency the Governor on the subject of the A.-6, 1885, Nos. naval defence of the colony. The memorandum of the 4th June, you will see, is marked "con- 21, 26. fidential," and you will be good enough to be pleased to consider it as such.

I have, &c.,
ROBERT STOUT.

Sir F. Dillon Bell, K.C.M.G., Agent-General, &c.

No. 2.

Colonel HAULTAIN to the PREMIER.

SIR,—

Sydney, 24th June, 1885.

I have the honour to inform you that the New South Wales contingent arrived from the seat of war on Friday night, the 20th instant, and, after having been kept three days in quarantine, landed yesterday at the Circular Quay, and met with an enthusiastic reception, although the proceedings were somewhat marred by a deluge of rain, which was otherwise very much needed.

I enclose you a programme of the ceremony with a letter addressed to me by the Hon. Sir Alexander Stuart, and I will forward copies of the local newspapers giving full accounts of the events of the day.

In the evening Colonel Richardson, with the senior officers of the contingent, together with the Ministers and the representatives from India and the different Australasian Colonies, were entertained at dinner by His Excellency Lord Augustus Loftus, who, after the usual toasts to the Queen and the Royal Family, proposed the health of Colonel Richardson, after which, by His Excellency's permission, Sir Alexander Stuart proposed the health of the representatives (an unusual and especial honour at the Governor's table), and, in an eloquent speech, expressed the thanks of the Government of New South Wales to the various colonies who had sent delegates and messages of congratulation on the return of the troops; and, in my reply, I took the opportunity of stating that New Zealand had a grateful recollection of the moral and material aid rendered to her by New South Wales and Victoria during the Maori war.

The Ministers will also give a dinner to-morrow in the Parliamentary Buildings in honour of the representatives, and, as I have no doubt that members of the Press will be present, I shall be able to furnish you with a full report of the speeches that will be made.

I have, &c.,
T. M. HAULTAIN.

The Hon. Robert Stout, Premier of New Zealand.

A.—6.

Enclosure.

MY DEAR COLONEL HAULTAIN,— Colonial Secretary's Office, Sydney, 20th June, 1885.

I am directed by Sir Alexander Stuart to invite your presence at the Colonial Secretary's office on Tuesday morning, at a few minutes before 10 a.m., to take your place in the procession at the landing of the contingent.

Carriages will be provided for the conveyance of yourself and of the representatives of the other colonies.

At Moore Park His Excellency the Governor will address the contingent, and, following him, the representatives of the various colonies will be invited to say a few words, or present their address of welcome.

The order in which such representatives will make their addresses will be according to the population of the colonies they represent, of which New Zealand stands second.

I have, &c.,

KENNETH D. STUART,

Private Secretary.

The Hon. Colonel Haultain, &c.

No. 3.

The AGENT-GENERAL to the PREMIER.

SIR,— 7, Westminster Chambers, London, S.W., 10th July, 1885.

I have to acknowledge the receipt of your letter of the 22nd May, relating to the offer of troops to Her Majesty's Government by the Australasian Colonies. I have to express my obligations for the explanation you have been pleased to give, which I shall take occasion to put clearly before Secretary Colonel Stanley at the interview he will presently give me on other subjects.

I have, &c.,

F. D. BELL.

The Hon. the Premier, Wellington.

No. 4.

The AGENT-GENERAL to the PREMIER.

SIR,— 7, Westminster Chambers, London, S.W., 28th July, 1885.

I have the honour to acknowledge the receipt of your letters of 22nd May and 5th June, on the subjects of the offer of troops, and also of naval defence.

I have not failed to inform the Secretary of State that, if war had unhappily broken out, you would have recommended Parliament to offer 1,000 well-trained men for the Queen's service in India or elsewhere, and the statement has been received with great satisfaction by Her Majesty's Government.

With regard to naval defence, I shall take an early opportunity of supporting, at the Admiralty, your clear and (if I may be permitted to say so) very able minutes of 25th May and 4th June; but at this present moment, with the Imperial Parliament in the last hours of the session, it would be no use to approach the Admiralty on the matter.

I have, &c.,

F. D. BELL.

The Hon. the Premier, Wellington.

No. 5.

The COLONIAL SECRETARY to the COLONIAL SECRETARIES of Victoria, South Australia, Tasmania, New South Wales, and Queensland.

SIR,— Colonial Secretary's Office, Wellington, 7th August, 1885.

Referring to the question of the amenability to military discipline of colonial forces, unless serving as contingents in the field with Her Majesty's Imperial troops, which has been mooted in Lord Derby's despatches of the 15th and 27th April in this year; and referring especially to a memorandum by the Judge Advocate-General to the Under-Secretary for War, under date the 24th March, in which it is suggested that a Discipline Act should be passed by each colony to apply to any future contingent serving with Imperial troops beyond the colony,—I have the honour to inform you that, before this Government decides to submit any Bill to the Parliament of New Zealand for the purpose of giving effect to the views of Her Majesty's Government, it seems desirable that the other Australasian Colonies should be communicated with in order that similar action should be taken if possible by all. I shall be glad, therefore, to be favoured with an early reply from you as to the course your Government proposes taking in the matter, and to be furnished with the text of any Bill your Government has enacted or prepared on this subject.

I have, &c.,

P. A. BUCKLEY.

No. 6.

The AGENT-GENERAL to the PREMIER.

SIR,— 7, Westminster Chambers, London, S.W., 10th August, 1885.

I transmit to you herewith copies of a letter I addressed to the Colonial Office, communicating the intention to have offered troops to Her Majesty in the event of war with Russia; also of Colonel Stanley's reply, in which the Secretary of State expresses the gratification with which he received that statement.

I have, &c.,

F. D. BELL.

The Hon. the Premier, Wellington.

Enclosure 1.

SIR,—

7, Westminster Chambers, London, S.W., 28th July, 1885.

I beg permission to transmit to you, for the information of Colonel Stanley, copy of a despatch I lately received from the Prime Minister of New Zealand, on the subject of the recent offers of troops by the Australian Colonies.

The Secretary of State will hear with satisfaction that, if war had unhappily broken out, the New Zealand Government would have recommended to their Legislature to make an offer of 1,000 well-trained men to Her Majesty for service in India or elsewhere.

The Under-Secretary of State for the Colonies.

I have, &c.,
F. D. BELL.

Enclosure 2.

SIR,—

Colonial Office, Downing Street, 7th August, 1885.

I am directed by the Secretary of State for the Colonies to acknowledge the receipt of your letter of the 28th ultimo, with its enclosure, in which it is stated that the New Zealand Government had intended to propose to assist this country by an offer of troops in the event of war with Russia.

I am to express to you the satisfaction and gratification with which Colonel Stanley has received this statement.

The Agent-General for New Zealand.

I have, &c.,
R. H. MEADE.

No. 7.

The PREMIER to the AGENT-GENERAL.

SIR,—

Premier's Office, Wellington, 15th August, 1885.

Referring to my letter of the 5th June last, in which I enclosed copies of memoranda No. 1. addressed by Ministers to His Excellency the Governor on the subject of naval defence, I have now the honour to enclose copy of another memorandum dated yesterday, from which you will see that we are still pressing the Imperial Government for definite proposals.

A.—6, 1885, No. 29.

Sir F. Dillon Bell, K.C.M.G., Agent-General, &c.

I have, &c.,
ROBERT STOUT.

No. 8.

The PREMIER to the PREMIERS of South Australia, Western Australia, Victoria, New South Wales, Queensland, and Tasmania.

SIR,—

Premier's Office, Wellington, 15th August, 1885.

Referring to the despatch from the Right Hon. the Secretary of State, dated the 12th June, respecting the defence of King George's Sound, I shall be much obliged if you will favour me as early as possible with an expression of the views of your Government as to the course which it proposes to adopt.

I have, &c.,
ROBERT STOUT.

No. 9.

The PREMIER, Tasmania, to the PREMIER, New Zealand.

SIR,—

Premier's Office, Hobart, 27th August, 1885.

I have the honour to acknowledge the receipt of your letter of the 7th instant, referring to No. 5. the question of the amenability of colonial forces, when serving with Her Majesty's troops, to Imperial military law.

In section 27, Part III., of "The Volunteer Act, 1878," it is enacted that all the provisions of the Mutiny Act shall extend to all Volunteers when on actual military service, subject only to the variation that, in all Courts-martial for the trial of Volunteers, one-half at least of the officers composing such courts shall be of the Volunteer force.

The Government of this colony, taking into consideration the above very immaterial difference between the Tasmanian and the Imperial Acts, have not deemed it necessary to introduce a measure into Parliament with a view to their assimilation. In order, however, to secure uniformity, in the event of the local forces being at any time called upon to serve with Her Majesty's troops, they are prepared to adopt the legislation of the other colonies on the subject.

The Hon. the Premier, Wellington, New Zealand.

I have, &c.,
ADYE DOUGLAS.

No. 10.

The PREMIER, Queensland, to the COLONIAL SECRETARY, New Zealand.

SIR,—

Colonial Secretary's Office, Brisbane, 1st September, 1885.

I have the honour to acknowledge the receipt of your letter of the 7th ultimo, with reference to Lord Derby's despatches of the 15th and 27th of April last, and to the memorandum specially referred to therein, from the Judge Advocate-General, on the question of the discipline to which

No. 5.

colonial troops serving with Her Majesty's forces out of the colonies should be subject, and in which you ask to be informed of the course which this Government proposes to take in the matter.

On receipt of the despatch of the 15th of April, I addressed a letter in reply to Sir Anthony Musgrave, of which I enclose a copy, and which expresses the views of this Government on the subject.

I also enclose for your information a copy of the Defence Act of 1884, referred to in my letter to Sir Anthony Musgrave.

The Hon. the Colonial Secretary, New Zealand.

I have, &c.,

S. W. GRIFFITH.

Enclosure.

Sir,—

Colonial Secretary's Office, Brisbane, 5th June, 1885.

I have the honour to acknowledge the receipt of a copy of a despatch, No. 19, of the 15th of April last, addressed to your Excellency by the Right Hon. the Secretary of State for the Colonies, enclosing a copy of a letter from the War Office to the Colonial Office, and of a memorandum by the Judge Advocate-General, on the subject of the discipline to which colonial troops serving with Her Majesty's troops should be subject.

2. The Defence Act of this colony provides (section 60) that the land force when called out for active service should be subject to the Army Act and all other laws applicable to Her Majesty's troops which are not inconsistent with that Act, except that no man shall be subject to any corporal punishment but death or imprisonment, and except also that the regulations may prescribe that any provisions of these laws shall not apply to the defence force. The 61st section contains similar provisions with respect to the naval force.

3. This Act was intended to apply to our local forces while serving in Queensland, although power is taken (under the authority conferred by the Army Act) to order the force beyond the colony. It was not, however, contemplated by the Legislature that any local troops should be ordered under any circumstances beyond the limits of Australasia.

4. So far as regards the employment of the local forces in Australasia, I do not think that any amendment of the Act in the respect suggested is desirable, or would commend itself to the Legislature. I entirely agree, however, that in any case of troops volunteering to serve out of Australasia with other bodies of Her Majesty's forces, the same military discipline should be made applicable to them as to the regular forces.

5. I think, therefore, that in the event of any force being raised in this colony for service with Her Majesty's regular forces out of Australasia, an Act should be passed to the effect suggested by the Judge Advocate-General. But I do not think that the present would be an opportune time to make such a proposition to Parliament.

His Excellency Sir A. Musgrave, G.C.M.G., Governor.

I have, &c.,

S. W. GRIFFITH.

No. 11.

The PREMIER, Victoria, to the PREMIER, New Zealand.

Sir,—

Premier's Office, Melbourne, 2nd September, 1885.

I beg to acknowledge the receipt of your letter of the 7th ultimo, asking the views of this Government with reference to the despatches of the Secretary of State for the Colonies, dated the 15th and 27th April last, in which Lord Derby suggested certain legislation by the colonies for the purpose of bringing colonial forces, when serving with Imperial troops outside the limits of their respective colonies, under the Imperial military law.

In reply, I beg to inform you that the view which this Government takes of the matter is embodied in the opinion of my colleague the Hon. the Attorney-General, of which I enclose a copy herewith.

I have, &c.,

JAMES SERVICE,

Premier.

The Hon. the Colonial Secretary, Wellington.

Enclosure.

It would seem to be very doubtful, in view of the 1st section of the Constitution Act, which limits the power of the Colonial Parliament to the making of laws in and for Victoria, whether the Legislature has power to make a law which is only to operate outside the territorial limits of the colony. I am of opinion that it would be necessary to have an Imperial Act passed or an amendment of section 177, 44 and 45 Vict., cap. 58, providing for the discipline of colonial troops who have engaged to serve in the colony when serving outside the limits thereof, and that such an Act should provide that persons entering into an engagement with the Colonial Government to serve abroad shall be deemed to have agreed with the Imperial Government to serve Her Majesty in any part of the world, and when outside the colony or when in the field with Imperial troops, to be under the Imperial military law.

It is also doubtful whether the Legislature can provide that the Imperial military law shall, as amended by the Imperial authorities from time to time, apply to Victorian troops serving outside the colony. Such a provision would be unconstitutional and be a delegation by the Victorian Legislature of its power to make laws.

GEO. B. KERFERD,

Attorney-General,

Crown Law Offices, Melbourne, 9th July, 1885.

No. 12.

The PREMIER to the PREMIER of Tasmania.

SIR,—

Premier's Office, Wellington, 4th September, 1885.

I have the honour to acknowledge the receipt of your letter of the 27th August on the No. 9. subject of the amenability of colonial forces, when serving with Imperial troops, to Imperial military law.

I have not yet heard from the other Australian Colonies, and am not therefore prepared to take any steps at present for giving effect to the views of Her Majesty's Government.

I have, &c.,

ROBERT STOUT.

The Hon. the Premier, Hobart.

No. 13.

The PREMIER to the PREMIER, Tasmania.

SIR,—

Premier's Office, Wellington, 4th September, 1885.

I have the honour to acknowledge the receipt of your letter of the 27th August, forwarding A.-1, 1886, No. 9. copy of a memorandum which you had addressed to His Excellency the Governor of Tasmania, setting forth the views of your Government on the proposal of the Secretary of State for the Colonies connected with the defence of Albany, King George's Sound.

This Government have deferred the consideration of the proposals until it has learned the views of all the Australian Colonies.

I have, &c.,

ROBERT STOUT.

The Hon. the Premier, Hobart.

No. 14.

The PREMIER to the PREMIER, Victoria.

SIR,—

Premier's Office, Wellington, 10th September, 1885.

I have the honour to acknowledge the receipt of your letter of the 28th ultimo in reply to A.-1, 1886, No. 9. mine of the 15th, on the subject of the defence of King George's Sound, Western Australia. I shall No. 8. do myself the honour to address you further at an early date.

I have, &c.,

ROBERT STOUT.

The Hon. the Premier, Melbourne.

No. 15.

The PREMIER to the PREMIER, Queensland.

SIR,—

Premier's Office, Wellington, 11th September, 1885.

I have the honour to acknowledge the receipt of your letter of the 27th ultimo in reply to A.-1, 1886, No. 9. mine of the 15th, on the subject of the defence of King George's Sound, Western Australia, No. 8. enclosing copy of your letter to Sir Anthony Musgrave, which expresses the opinion of your Government.

I am not yet in a position to acquaint you with the views of this Government, but will address you further at an early date.

I have, &c.,

ROBERT STOUT.

The Hon. the Premier, Brisbane.

No. 16.

The PREMIER, New South Wales, to the COLONIAL SECRETARY, New Zealand.

SIR,—

Colonial Secretary's Office, Sydney, 21st September, 1885.

In reply to your letter of the 7th ultimo regarding the amenability to military discipline No. 5. of colonial forces when serving as contingents in the field with Imperial troops, I have the honour to inform you that in the absence of the despatches referred to in your communication, the Major-General commanding the military forces of this colony is unable to advise as to any of the provisions it may be sought to impose in the future on colonial troops when serving with the Royal forces, but I beg to enclose copies of the Military and Naval Forces Regulation Act, the Australian Military Contingent Act, and the supplementary Government *Gazette* of the 27th February last, containing the Proclamation, &c., under which the New South Wales contingent served in the Soudan, by which it will be seen that, although the force served under the Imperial Army Act, discipline was entirely maintained by its own officers.

I have, &c.,

ALEX. STUART.

The Hon. the Colonial Secretary of New Zealand, Wellington.

No. 17.

The PREMIER, New South Wales, to the PREMIER, New Zealand.

SIR,—

Colonial Secretary's Office, Sydney, 14th November, 1885.

I have the honour to transmit herewith, for the information of your Government, copies of the replies that have been received to the letter addressed on the 6th May last to the Govern- A.-6, 1885, No. ments of the Australasian Colonies regarding the desirableness of combined action in the event of 17. war, for averting or diminishing disaster, and dividing, as far as possible, any losses that might be entailed through an attack upon all or any of the colonies.

I have, &c.,

P. A. JENNINGS.

The Hon. the Premier of New Zealand, Wellington.

Enclosures.

The COLONIAL SECRETARY, Queensland, to the COLONIAL SECRETARY, New South Wales.

SIR,—

Colonial Secretary's Office, Brisbane, 18th May, 1885.

I have the honour to acknowledge your letter of the 6th May, forwarding a letter from Admiral Tryon on the subject of proposed common action on the part of the Australasian Governments for the indemnification of persons who, in case of war or invasion, may make a sacrifice of their property for the purpose of preventing aid to an invading force by sea or land.

I entirely concur in the proposal that, in the event of any such loss being sustained by any town or individual in consequence of refusing such aid, the loss should be borne by the colonies collectively in proportion to population.

It would, I think, be very desirable that an arrangement to this effect should be embodied in a formal agreement, which should be submitted for ratification to the several Legislatures. On this matter, however, as in the cognate and equally important one of general naval defences, I anticipate some difficulty in arriving at unanimity until some form of federal action is initiated.

I shall be glad to be informed of the opinions of the other Governments on this subject, and beg to suggest that copies of the replies from each of them should be transmitted for the information of the others.

I have, &c.,

S. W. GRIFFITH.

The CHIEF SECRETARY, South Australia, to the COLONIAL SECRETARY, New South Wales.

SIR,—

Chief Secretary's Office, Adelaide, 20th May, 1885.

I have the honour to acknowledge receipt of your circular letter, bearing date the 6th instant, suggesting the desirability of united action being taken by the Australian Colonies in the event of war, for averting or diminishing disaster, and dividing, as far as possible, any losses which might be entailed through an attack upon all or any of the colonies.

In reply, I have to inform you that this Government approve of the suggestion, and would be prepared, if necessary, to act in concert with the other colonies in contributing towards these and the other matters accruing out of war, adverted to, the contributions of the several colonies being based upon their respective populations.

I have, &c.,

JOHN COLTON.

The PREMIER, Tasmania, to the COLONIAL SECRETARY, New South Wales.

SIR,—

Premier's Office, Hobart, 22nd May, 1885.

I have the honour to acknowledge the receipt of your letter of the 6th instant, bringing under consideration the advantages which would accrue to the Colonies of Australasia as a whole if, in the event of war, they were united in the determination to resist, under any circumstances, any concessions which may be demanded by an enemy, under the joint guarantee of all the colonies that the places so resisting should be reimbursed to the full extent of all sacrifices made and all injuries sustained. You also forward copy of a letter from Admiral Tryon on the same subject, advocating the desirability of the adoption of such a system.

In reply, I desire to express my general concurrence in the proposed unification of the colonies for the objects in view. The details of the scheme, however, would require very careful consideration, and such consideration would, in my opinion, fitly devolve upon a Federal Council.

I have, &c.,

ADYE DOUGLAS.

The PREMIER, New Zealand, to the COLONIAL SECRETARY, New South Wales.

(Telegram.)

Wellington, 23rd May, 1885.

I HAVE to apologise for the delay in answering Mr. Dalley's telegram of the 6th instant. We are favourably disposed to your proposal, but we think the condition of resistance should not be included. We may be sure that whenever resistance is feasible or expedient it will be displayed in all the colonies and in every part to the full extent courage and patriotism would justify. We think it would be better the colonies should agree to joint liability for all damages caused by the enemy on the basis of a population contribution. Will you consider this modification, and state also how you would propose the assent of the several Parliaments should be given?

The COLONIAL SECRETARY, Western Australia, to the COLONIAL SECRETARY, New South Wales.

SIR,—

Colonial Secretary's Office, Perth, 11th June, 1885.

I have the honor to acknowledge the receipt of your letter of the 11th ultimo, and in reply am directed by His Excellency, Administrator Onslow, to inform you that it will be laid before the Legislative Council of this colony at its approaching session.

I have, &c.,

MALCOLM FRASER.

The COLONIAL SECRETARY, Western Australia, to the COLONIAL SECRETARY, New South Wales.

SIR,—

Colonial Secretary's Office, Perth, 15th August, 1885.

In further continuation of my letter, No. 71-6, of the 11th June last, I have now the honor, by direction of His Excellency Governor Sir Frederick Broome, to inform you that this Government is prepared to agree to the proposals contained in your circular of the 6th May last

respecting an indemnification arrangement for war losses, on the understanding that the arrangement shall be adhered to by all the Australian Colonies, and that any contribution under it shall be reckoned on the basis of population.

Will you be good enough to inform this Government, as soon as possible, what decision has been, or is likely to be, come to by the other colonies in this matter?

I have, &c.,
MALCOLM FRASER.

No. 18.

The PREMIER to the PREMIER of Tasmania.

SIR,—

Premier's Office, Wellington, 4th December, 1885.

Referring to my letter of the 4th September last on the subject of the defence of King No. 13. George's Sound, I have now the honour to inform you that this Government has reluctantly arrived at the conclusion that it is unable to express an opinion until Parliament has been consulted. The reason why Parliament was not consulted during the recent session was because we had not, neither have we yet, received replies from all the various Australian Colonies with whom we had communicated, but I trust we shall be in a position to submit the matter to Parliament at its next session.

I have, &c.,
ROBERT STOUT.

The Hon. the Premier of Tasmania, Hobart.

No. 19.

The PREMIER to the PREMIER, Tasmania.

SIR,—

Premier's Office, Wellington, 4th December, 1885.

Referring to my letter of the 4th September last on the subject of the amenability of No. 12. colonial forces, when serving with Imperial troops, to Imperial military laws, I have now the honour to inform you that, with the exception of your letter of the 27th August and one from the Nos. 9, 10, 11. Premiers of Victoria and Queensland, I am still without replies from the other Australian Colonies with which I had communicated. This Government has, however, come to the conclusion that it is desirable an Imperial Act should be passed the provisions of which could be adopted by the several colonies.

I have, &c.,
ROBERT STOUT.

The Hon. the Premier of Tasmania, Hobart.

No. 20.

The PREMIER to the PREMIER, New South Wales.

SIR,—

Premier's Office, Wellington, 7th December, 1885.

I have the honour to acknowledge the receipt of your letter, No. 19,009, of the 14th No. 17. ultimo, enclosing two printed copies of correspondence with the Australian Governments, regarding the desirableness of combined action in the event of war, for which be good enough to accept my thanks.

I have, &c.,
ROBERT STOUT.

The Hon. the Premier of New South Wales, Sydney.

No. 21.

The PREMIER, Tasmania, to the PREMIER, New Zealand.

SIR,—

Premier's Office, Hobart, 24th December, 1885.

I have the honour to acknowledge the receipt of your letter of the 4th instant with No. 19. reference to the amenability of colonial forces, when serving with Imperial troops, to Imperial military law, and expressing the views of your Government with regard to an Imperial measure dealing with this subject.

I have, &c.,
ADYE DOUGLAS.

The Hon. the Premier of New Zealand, Wellington.

No. 22.

The PREMIER, Tasmania, to the PREMIER, New Zealand.

SIR,—

Premier's Office, Hobart, 24th December, 1885.

I have the honour to acknowledge the receipt of your letter of the 4th instant with No. 18. reference to the defence of King George's Sound, and stating that your Government are unable to express an opinion on the subject until the question has been submitted to the Legislature of New Zealand.

I have, &c.,
ADYE DOUGLAS.

The Hon. the Premier of New Zealand, Wellington.

No. 23.

The PREMIER, New South Wales, to the PREMIER, New Zealand.

SIR,—

Colonial Secretary's Office, Sydney, 28th January, 1886.

Referring to my predecessor's letter of the 14th of November last, transmitting copies of No. 17. replies received to the circular letter of the 6th May last, regarding the desirableness of combined

action in the event of war for averting or diminishing disaster, and dividing, as far as possible, any losses that might be entailed through an attack upon all or any of the colonies, I have now the honour to enclose copies of a revised imprint containing certain replies which did not appear in the former paper.

The Hon. the Premier of New Zealand, Wellington.

I have, &c.,

JOHN ROBERTSON.

Enclosure.

The PREMIER, Victoria, to the COLONIAL SECRETARY, New South Wales.

(Telegram.)

Melbourne, 6th May, 1885.

I THOROUGHLY agree with the suggestions made by the Admiral, which you refer to in your telegram of to-day, and which he mentioned to me in conversation. I have no doubt that this colony would join heartily in joint responsibility in such a matter—indeed the whole matter of defence seems to demand federal action; but Lord Derby himself says, in speaking of a system of coastal defence for the Australian Colonies, that federation pre-supposes some federal authority.

The COLONIAL SECRETARY, Queensland, to the COLONIAL SECRETARY, New South Wales.

(Telegram.)

Brisbane, 6th May, 1885.

CONFIDENTIAL.—I am disposed to concur in the proposal. I have already arranged, with respect to coal stored at Thursday Island in this colony, for its destruction rather than allow it to fall into an enemy's hands, and we have guards posted there for the purpose. We have also undertaken to indemnify owners, but I agree that the colonies should unite in undertaking the burden.

No. 24.

The GOVERNOR, Tasmania, to the GOVERNOR, New Zealand.

SIR,—

Government House, Hobart, 5th February, 1886.

In compliance with the request of the Federal Council of Australasia, I have the honour to forward to you copies of a resolution passed by the Council on the 4th instant with reference to the indemnification of persons whose property, in case of war, may be sacrificed for the purpose of preventing aid to an enemy's force.

I have, &c.,

Major-General Sir William F. D. Jervois,

GEO. C. STRAHAN.

G.C.M.G., C.B.

Enclosure.

Resolved, That, in the opinion of this Council, it is desirable that common action should be taken by the Governments of the Australasian Colonies for the purpose of providing for the indemnification of persons whose property, in case of war, may be sacrificed for the purpose of preventing aid to an enemy's force.

No. 25.

The PREMIER to the PREMIER, New South Wales.

SIR,—

Premier's Office, Wellington, 20th February, 1886.

No. 23.

I have the honour to acknowledge the receipt of your letter, No. 19,009, of the 28th ultimo, enclosing copies of an imprint containing replies to your circular letter of the 6th May last, regarding the desirableness of combined action in the event of war, for averting or diminishing disaster, &c., through an attack upon all or any of the colonies.

I have, &c.,

P. A. BUCKLEY,

The Hon. the Premier, Sydney, New South Wales.

(In absence of the Premier).

No. 26.

Governor Sir W. F. D. JERVOIS, G.C.M.G., C.B., to MINISTERS.

(Memorandum.)

HEREWITH is a copy of a memorandum which I have received from Admiral Tryon, stating what passed at the meeting held at Government House, on the 20th January, with reference to the Admiral's letter dated the 24th December, relating to naval defences. It appears to me that the Admiral's memorandum gives a fair account of the proceedings at the meeting in question. I shall be obliged if Ministers then present will state whether they concur. I wish again to call attention to the telegram from the Secretary of State for the Colonies, expressing a desire that some common course of action should be arrived at between the Imperial and Colonial Governments for the naval defence of Australasia and Australasian waters.

With the view of securing that union and harmony of purpose upon which the permanent maintenance of a reliable national force so greatly depends, the Secretary of State suggests that, if possible, a meeting of the Premiers of the several colonies should be arranged, and that the Governors, or so many of them as can attend, acting on behalf of Her Majesty's Government, should collectively meet and confer with the Premiers of the several colonies for the purpose of considering the matter. Admiral Tryon would be present at the conference as the authorized repre-

sentative of Her Majesty's naval departments, and it is hoped that the matter would result in the ventilation of the general question of naval defence, and in an advantageous interchange of ideas on the subject as between the Imperial and Colonial Governments.

I shall be glad if effect can be given to the wish of Her Majesty's Government that a conference should take place on this subject; and it would, of course, remain with each Government, when in possession of all the facts, whether they would be prepared to make any recommendations to their respective Parliaments, with whom the final decision must necessarily rest.

It is proposed that the meeting should be held in Melbourne about the end of this month.

Government House, Wellington, 1st March, 1886.

WM. F. DRUMMOND JERVOIS.

Enclosure.

COLONIAL NAVAL DEFENCES.

A PRÉCIS of the DISCUSSION on COLONIAL NAVAL DEFENCES (at Government House, Wellington) by His Excellency the GOVERNOR of NEW ZEALAND, the MINISTERS, and the ADMIRAL.

WITH reference to the meeting held at Government House, called by His Excellency the Governor of New Zealand, and attended by the Premier, Mr. Ballance, Mr. Tole, and Mr. Buckley—the Admiral also being present.

The object of the meeting was to discuss the subject of the Admiral's letter on the subject of the war vessels to be provided at the cost of the colonies.

That letter (24th December, 1885) was read. The opinion expressed by the Ministers was generally favourable to the proposal; but the whole question involved was reserved till the Cabinet could meet as a whole in February, when it would be formally discussed and a formal reply made. The opinion was also expressed that, in lieu of having to pay a share in the prime cost of the vessels, and in the event of the agreement terminating in ten years, that she could become possessed of her share in the vessels, New Zealand would much prefer to pay an interest on the sum sufficient to recoup the Home Treasury the interest that (1) would have to be paid if the Government at Home raised the money, as well as (2) to form a sinking fund. In such case, should the agreement not be continued over a specified time, the ships would be the absolute property of the Admiralty without restriction.

The Admiral explained this question was one beyond his instructions, and necessarily would have to be referred Home. His instructions contemplated that the colonies would pay for the cost of construction, and eventually, at the termination of the agreement, become possessed of the vessels.

It being remarked that the ships, when they became old-fashioned, or when new designs were proved to be so superior that ships now built had to be replaced, that the colonies would have no need or use for obsolete vessels, and that they should be allowed to return the old, and new vessels should be substituted. The Admiral remarked that was precisely one of the great difficulties that presented themselves to the Admiralty at Home—what to do with old-fashioned yet by no means worn-out vessels, and the Admiralty were not at all likely to increase their difficulty in this respect by agreeing to withdraw old ships and to substitute new designs. In fact, it would be like a man who, having bought a new pair of shoes and contracted for their repairs, considered that the shoemaker should give him a new pair when those first ordered got worn out of shape or out of fashion. He also showed that, though finality as to designs was not attainable, still very fast vessels of limited size were not likely to be unmarketable or without value for many years to come; and that as to torpedo boats, there might be great improvements, still the total destruction by a vessel by a single blow was a termination of an existence and of a danger, the power to effect which might be increased, but hardly could the consummation be exceeded, and there was no reason to suppose these vessels would not lend themselves to improvements.

It was explained, chiefly by the Premier, this was by no means the intention: what ran in his mind was that an estimate of cost should be obtained as to the provision of the force suggested; that the cost of maintenance and an annual interest on the prime cost of material, viz., of the ship complete, which interest should also be sufficient to form a sinking fund, and that the property in the ships should always be with the Admiralty. In this case the restriction as to the employ of the ships in these seas would remain so long as the agreement lasted, and when it terminated the Admiralty would be under no restriction whatever, and the sinking fund would virtually be for the purpose of covering deterioration in the value of the property.

It will be gathered from the above that a conversation of a general character took place with the view to elucidate the questions involved. Among other points, it was shown that if New Zealand contributed to an augmentation of the fleet, she would, at all events in a time of peace, expect to be frequently visited by the squadron, or that vessels should be stationed in New Zealand waters—that those who paid for them might see the result.

Wellington, 20th January, 1886.

Sub-Enclosure.

Admiral TRYON to Sir W. JERVOIS.

SIR,—

"Nelson," at Auckland, 24th December, 1885.

I am directed by the Lords Commissioners of the Admiralty to enter into direct communication with your Excellency with a view of obtaining a consideration of questions connected with the naval forces on this important station.

2—A. 6.

2. Your Excellency is aware that many communications have passed on this subject of late years between the several colonies and the Secretary of State for the Colonies, and the Admiralty, and now my Lords inform me that they consider it to be a preferable course to entrust me, being on the spot, with the duty of representing them in this matter, with the view to assist in obtaining a practical solution of this much-discussed question.

3. The instructions seem to me to virtually place my services much at the disposal of these great colonies for the above-named purposes.

4. I feel I need hardly tell your Excellency, for I trust I have already assured you, that I shall be very proud if I find I am able to assist in obtaining a solution to such an important subject, which has for an object the giving to these great colonies a more perfect defence, and with it that sense of security, which is the handmaid of increasing prosperity.

5. I gather from previous letters and minutes written by high authorities within these colonies the desire, so far as it has been expressed, tends in the direction—

- (a.) That the purely local naval defence force, which has already been created with so much spirit in several colonies at their own instance, shall remain much on the footing that has been already established.
- (b.) That any sea-going vessels that may be provided, equipped, and maintained at the cost of the colonies, should be manned by the Admiralty, and be placed in every respect on the same status as are Her Majesty's vessels at present belonging to this station, including the condition that the officers and men should be changed from time to time, so as to secure both as to officers and men that the instructions given in naval establishments at Home, and also that the experience gained in the world at large, as now obtained for Her Majesty's fleet, may be enjoyed by all.
- (c.) That the vessels provided at the cost of the colonies should be retained within the limits of the Australasian seas.
- (d.) That no reduction of the forces now on the station shall take place consequent on the addition of any force made at the cost of the colonies.
- (e.) That the entire cost of these vessels will be borne by the colonies.
- (f.) That an increased number of cadetships shall be given to the colonies.
- (g.) That during a time of peace these vessels should be employed in the same way as are other vessels of war on this station.
- (h.) That any arrangement made shall be for a period of years: ten has been suggested.

6. I am authorized by my Lords to say that they are prepared to enter cordially into any such scheme.

7. After some such scheme as that indicated has been arranged, the question that will next arise for consideration will be—the nature and number of vessels which should be provided, and the cost of construction, of manning, and of maintenance.

In the opinion of the Lords Commissioners of the Admiralty, the most suitable vessels for the proposed service are vessels of the "Archer" class, and also fast sea-going torpedo vessels.

The "Archer" is a vessel of 1,630 tons displacement, will steam seventeen knots, and be armed with six 6in. breech-loading rifle-guns, and would also carry torpedos. Ten of these vessels have been already ordered for the navy. The recently-designed fast torpedo-boats have a displacement of 430 tons, steam nineteen knots, and will be armed with three tubes for Whitehead torpedos, with one 3in. breech-loading rifle-gun, four quick-firing and three Por., and two machine-guns.

As to the Number to be provided.—This is naturally a matter that is dependent, in a great measure, on the funds that are disposable for the purpose, but in their Lordships' opinion, five "Archers" and two sea-going torpedo vessels in a time of war would, with the squadron on the station, give a very fair offensive and defensive protection.

As to Cost.—The cost of an "Archer" complete is approximately £105,230; of a torpedo vessel £53,300; in each case the cost of armament, ammunition, and torpedoes is included.

Cost of Maintenance, Provisions, Wages, &c.—This will depend on the classes of vessels decided on and on the numbers that will be kept completely manned. The cost may be gauged through that of H.M.S. "Miranda," a vessel at present serving on this station. The cost of the "Miranda," with a crew of 139 officers and men, on account of provisions, wages, and ultimate liability for pension or deferred pay to men is, I estimate, £12,180 per annum. To this must be added cost of coal and stores, say £1,400; there will also be a further charge on account of docking and incidental expenses, which would not be considerable. The cost of an "Archer" under the above heading of expenses would exceed that of a "Miranda;" that of a torpedo vessel would be very much less. The exchange of crews every three years of five "Archers" and two torpedo vessels would incur an annual charge of £5,300. But as probably only some of the "Archer" class vessels need be kept in commission, and the torpedo vessels would probably be kept with reduced crews and be held in reserve, in such case the cost of maintenance would be greatly decreased.

8. Their Lordships contemplate that the several colonies will continue to arrange for local defence, and that after joint consideration and decision as to any sea-going vessels of war they may desire to add to the squadron on the station, that such vessels should not be subject to any divided responsibility as to their movements within the Australasian waters, but that they in common with the squadron on the station—of which indeed they would form a part—should be solely and entirely under one responsible head; and I am not aware that this view differs from those which I have been led to believe prevail within the colonies with those who have previously considered and written on the subject. Should it not be the desire of the colonies to renew any arrangement now made at the end of the named period—ten-years—it would come to an end, and the vessels would become the property of the colonies.

9. I shall be glad to place my services at the disposal of your Excellency and of your Government in the hope of being able to assist in arriving at a practical result to a question of so much importance to the colonies and to the nation, and I shall be glad to enter into any arrangement to meet your Excellency, or any members of your Government, at some central place, at such time as may be most convenient, and your Excellency may be able to arrange, and to give any information in my power.

10. I have had the honour to address similar communications to their Excellencies the Governors of New South Wales, Victoria, Queensland, South Australia, Western Australia, and Tasmania.

I have, &c.,

G. TRYON,

Rear Admiral and Commander-in-Chief.

His Excellency General Sir W. F. D. Jervois, G.C.M.G., C.B.

No. 27.

MINISTERS to the GOVERNOR.

(Memorandum for His Excellency the Governor.)

MINISTERS have the honour to acknowledge His Excellency's memorandum of the 1st March, No. 26, in which the Governor encloses the copy of a memorandum from Admiral Tryon, stating what passed at a meeting held at Government House on the 20th January. His Excellency asks Ministers to give their opinion as to whether the Admiral has correctly described the proceedings. The Governor also calls the attention of his Advisers to the wish expressed by the Secretary of State, that a meeting, consisting of so many of the Governors as are able to attend, and of the Premiers of the various colonies, should take place, to consider, in conjunction with Admiral Tryon, the question of naval defence. His Excellency further states that it is proposed the meeting should take place about the end of March.

1. Ministers, in reply, have to say that they concur with His Excellency in considering that the Admiral gives a fair account of the proceedings at the meeting in question.

2. Ministers will separately address His Excellency on the subject of naval defence generally, and the duties of the colony in relation thereto.

3. Ministers will confine themselves in the present memorandum to dealing with the question of the proposed conference.

4. They consider so much deference is due to the wish expressed by one of Her Majesty's principal Secretaries of State that their inclination is to take part in the meeting, though they think exception might be taken to the nature of its proposed composition. They feel bound to state, without deeply entering into the question, that, if conferences of the kind became a recognized principle, they would be liable to affect the constitutional privileges and autonomies of the colonies, by creating a new body to interpose between the Imperial and Colonial Governments. They think, however, that they sufficiently meet the objection by expressing the opinion that such a conference should not be regarded as a precedent.

5. Ministers, therefore, in the absence of an opportunity of consulting Parliament, would take part in the conference, supposing always that at least three of the other first-class colonies (of which Victoria and New South Wales must be two) were to be represented. It is impossible, however, that any Minister can attend about the end of this month, as, on account of the early meeting of Parliament, no Minister could be absent from the colony.

6. As, therefore, a meeting of Parliament will take place before New Zealand can assist at the conference, Ministers must qualify their willingness to attend it by making their consent dependent on Parliament not interposing an objection.

7. Ministers deem it right to add that if they were able to send a representative to the proposed Conference before Parliament meets, he would be in a position to do little more than listen to the views expressed. The question involved is of such large and long-reaching importance that His Excellency's Advisers would not feel themselves at liberty, in the absence of parliamentary authority, to pledge the colony either to a specific course or to definitely-decided views.

JULIUS VOGEL,

(In absence of Premier.)

Wellington, 10th March, 1886.

No. 28.

The AGENT-GENERAL to the PREMIER.

SIR,—

7, Westminster Chambers, London, S.W., 25th March, 1886.

I transmit to you herewith the *Times* report of a question put in the House of Commons on the 22nd instant by Mr. Baden-Powell on the subject of naval defence in the Australasian Colonies, and of Mr. Osborne Morgan's reply.

I have, &c.,

The Hon. the Premier, Wellington.

F. D. BELL.

Enclosure.

[Extract from the *Times*, Tuesday, 23rd March, 1886.]

THE COLONIAL AND IMPERIAL NAVAL FORCES.—House of Commons, Monday, 22nd March.

MR. BADEN-POWELL asked the Under-Secretary of State for the Colonies, whether the Governments of any of our greater colonies had expressed willingness to consider some scheme for the amalgama-

tion of the colonial and Imperial naval forces; whether negotiations had been opened with any of those colonies for the purpose of considering any definite scheme; and whether he could lay upon the table any papers explaining what had been done in this matter.

Mr. OSBORNE MORGAN.—I am afraid it would be difficult to give a complete reply to the honourable member within the limits of an answer to a question. But I may state generally that such of the Australian Colonies as possess navies of their own have, with the loyalty and patriotism which all the colonies have always exhibited when Imperial interests were at stake, expressed their willingness to co-operate with the Home Government in any measures which might be found necessary for the defence of that part of the Empire. In order to give practical effect to that desire, Lord Derby, when Colonial Secretary, formulated a scheme for the naval defence of the Australasian Colonies, which was adopted, with some slight modifications, by the right honourable and gallant gentleman the late Secretary for the Colonies. That scheme will be submitted and explained by Admiral Tryon, the Admiral in command of the Australian station, to a meeting about to be held at Melbourne, at which most of the Australasian Colonies will be represented; and the Colonial Governments which will not then be represented are considering the subject separately. From what I have stated, my honourable friend will, I think, see that the time has not yet arrived when any papers explaining what has been done in the matter could be usefully laid before Parliament.

No. 29.

MINISTERS to the GOVERNOR.

(Memorandum for His Excellency.)

MINISTERS have the honour to lay before His Excellency the conclusions at which they have arrived upon the subject of naval defences, after considering the various papers placed before them, including the *précis* of what took place at the interview which they had with the Governor and the Admiral.

No. 26.

2. During the time when war with Russia seemed imminent, they suggested that a first-class cruiser of the "Esmeralda" type should be specially stationed in New Zealand waters, to form part of the squadron under Rear-Admiral Tryon, but her disposition in New Zealand waters to be controlled by the Governor with the advice of his Ministers, as it would be especially desirable for her to be available for coast surveys, and for the training of the colonial forces on shore. With regard to the cost, the Government proposed to pay annually $3\frac{1}{2}$ per cent. on the original cost, and also for all repairs while stationed in the colony; further, that the colony would also pay two-thirds of the total expense of the crew and maintenance of the ship.

A.—6, 1885, No. 3.

No. 26.

3. The Admiralty has, through the Admiral, in that officer's letter of the 24th December, 1885, made what may be termed counter-proposals; and they may be shortly stated as follows:—

- (a.) That the purely local naval defence force which has already been created with so much spirit in several colonies at their own instance, shall remain much on the footing that has been already established.
- (b.) That any sea-going vessels that may be provided, equipped, and maintained at the cost of the colonies, should be manned by the Admiralty, and be placed in every respect on the same footing as are Her Majesty's vessels at present belonging to the station, &c.
- (c.) That the vessels provided at the cost of the colonies should be retained within the limits of the Australasian seas.
- (d.) That no reduction of the forces now on the station shall take place consequent on the addition of any force made at the cost of the colonies.
- (e.) That the entire cost of these vessels will be borne by the colonies.
- (f.) That an increased number of cadetships shall be given to the colonies.
- (g.) That during a time of peace these vessels should be employed in the same way as are other vessels of war on the station.

(h.) That any arrangement made shall be for a period of years—ten has been suggested.

That it is contemplated the several colonies will still continue to arrange for local defence, and that any sea-going vessels of war it might be desired to add to the squadron on the station should not be subject to any divided responsibility as to their movements within Australasian waters, but they should form part of the squadron, and be solely and entirely under one responsible head.

4. The main points of difference between the suggestions formerly made by Ministers and those submitted by the Admiral are—

- (1.) Whether New Zealand is to join the other colonies in providing what may be termed an Australasian fleet, or whether New Zealand is herself to make arrangements with the Admiralty independently of the other Australian Colonies:
- (2.) Whether the ships are to be deemed to belong to the colonies, or whether the colonies are merely to pay a certain amount for interest and sinking fund, the Admiralty, if need be, changing the vessels.

5. Ministers think that these proposals, though apparently divergent, may easily be reconciled. They are of opinion that the circumstances of New Zealand, and its distance from Australia, make the question of its naval defence distinct from that of the defence of the Australian Continent; and they believe that it is, therefore, expedient that the arrangement to be made should be a direct one between the colony and the Mother-country.

6. Ministers consider that the colony would be willing to contribute an annual payment to the Imperial Exchequer, say, of £20,000, to be expended in strengthening the naval defence of New Zealand.

7. In time of war the extra ships would, of course, be at the absolute discretion of the Admiral, to be placed in such a position as the authorities consider most suitable for the defence of the ship-

ping and ports. Ministers recognize the force of the observation of Admiral Tryon that the best defence of New Zealand might, in time of war, be far distant from her shores.

8. In time of peace, however, Ministers consider that some port in this colony should be the established headquarters of at least two vessels of the fleet. The fine harbours in New Zealand, and its proximity to the Fijian and other groups of Pacific Islands, make it specially suitable for the purpose. They also feel that hitherto less attention has been paid to New Zealand by Imperial war-vessels than by those of foreign nations; and they may refer to a previous memorandum (No. 29), of the 8th May, 1885, to bear them out in this assertion. A.-1, 1885, No. 54.

9. If the Imperial Government agree to the conditions Minister have indicated, they will be willing to recommend Parliament to make the provision they have named, for, say, ten years. In fixing the sum they have been guided by the belief that, with a small contribution from Fiji, it will be sufficient to maintain two vessels of the class the Admiral recommends. And they have limited the time to ten years, as by that time the circumstances may have so changed as to make a review of the arrangement necessary.

10. Ministers would, in conclusion, point out that the colony has been put to considerable expense in defending its harbours. It will still maintain its own defence works, harbour torpedoes and artillery corps, and various Volunteer companies, in a state of efficiency. It, however, looks to the Imperial Government for the aid proposed for naval defence.

Wellington, 27th March, 1886.

ROBERT STOUT.

No. 30.

Rear-Admiral TRYON, C.B., to the GOVERNOR of NEW ZEALAND.

SIR,—

H.M.S. "Nelson," at Sydney, 28th April, 1886.

I have the honour to acknowledge the receipt of your Excellency's letter of the 19th April, 1886, with a memorandum from your Ministers, dated the 27th March, 1886, on the subject See No. 13 enclosure to No. 31. of naval defences.

Your Excellency is good enough to invite observations on that memorandum, and it appears necessary for me to remove an impression which is expressed in paragraph 9.

The enclosed telegram, dated the 25th April, 1886, will show clearly that the sum named in See No. 10 enclosure to No. 31. the memorandum referred to will not nearly cover the cost of the two ships, but it also shows that the sum named would go a long way towards the contribution that would fall to the share of New Zealand, if the Australian Colonies concur in joining with New Zealand in contributing on the basis of population to increase the fleet by five "Archers" and two torpedo catchers; and the sum named, indeed, is doubtless considerably less than the proposal made by New Zealand with reference to the provision of an "Esmeralda."

It is not probable that any united action on the part of all the colonies could be brought about that would include the condition that two ships should always be retained during peace within any particular waters, but the spirit of the wishes of your Ministers would probably be fully met by an assurance that the ports of New Zealand would be frequently visited either by single ships, or by several ships formed into a squadron.

In no part of the world are vessels kept in particular waters for reasons which may be termed sentimental. Those in the navy have some reason to regret this, you may rest assured: how far sooner they would be in a port in New Zealand, rather than on long and protracted cruises in the Islands, and we may hope that as affairs in the Islands settle down the more agreeable and more healthy parts of the station will be more and more frequented than they are at present.

I need hardly point out to your Excellency that a comparatively small sum contributed by every colony according to population, say about 1s. a head, would create a very substantial naval defence, and that the advantage that would be gained would be far in excess of anything that could be produced by any other method.

It is possible that those who framed the estimated sum named in your Ministers' memorandum had not the means at their disposal for calculating the actual and entire cost of vessels of war complete with crews, and in every respect, when added to Her Majesty's fleet, namely, a force additional to these existing forces, which are voted in London.

I have, &c.,

G. TRYON,

Rear-Admiral and Commander-in-Chief.

His Excellency Lieut.-General Sir W. F. D. Jervois, R.E., G.C.M.G., C.B., &c.,
Governor and Commander-in-Chief, New Zealand.

No. 31.

Rear-Admiral TRYON to the GOVERNOR of NEW ZEALAND.

SIR,—

"Nelson," at Sydney, 3rd May, 1886.

Uncontrollable circumstances having prevented the Premier of New Zealand from meeting the Premiers of New South Wales, Victoria, and Queensland on the 26th and 27th April, 1886, on board H.M.S. "Nelson" when naval questions were discussed, and when certain papers were placed before them, I haste to forward four copies to your Excellency in the hope that you will be so good as to communicate them to your Ministers, and I shall be glad to receive any observations with which they may favour me.

Your Excellency will observe that I laid before the meeting the memoranda and letters that express the views of your Government, and I added the *précis* of what occurred at the meeting held at Wellington.

I mention this only because, without permission of your Excellency, I should hardly have considered myself at liberty to do so had it not been referred to in the official memorandum, dated the 27th March, 1886, of your Premier, which arrived the second day of the meeting at Sydney, on reading which I felt it could not be withheld.

I have, &c.,

G. TRYON,

Rear-Admiral and Commander-in-Chief.

His Excellency General Sir W. F. Drummond Jervois, R.E., G.C.M.G., C.B., &c.,
Governor and Commander-in-Chief, New Zealand.

Enclosure.

PAPERS and Correspondence laid before a meeting which was held on board Her Majesty's ship "Nelson," at Sydney, on the 26th and 27th April, 1886, when the Premiers of Victoria, Queensland, and New South Wales, and the Naval Commander-in-Chief were present.

COLONIAL NAVAL DEFENCES.

No. 1.—*Replies sent by Premiers who were unable to accept the Admiral's invitation to visit him on board "H.M.S. Nelson" to discuss informally naval questions.*

FROM the Hon. J. W. Downer, Premier of South Australia, on the 14th April, 1886: "Thanks for your invitation, but I am so much occupied preparing for ensuing session that it is quite impossible for me to accept it."

From the Governor of Tasmania, Hobart, on the 19th April, 1886: "I have been requested by the Premier to send you the following telegram: 'Ministers consider Premier's attendance at conference unnecessary, as you are already acquainted with and can state their views *re* defence.'"

From the Governor of New Zealand, Auckland, on the 14th April, 1886: "Mr. Stout much regrets nearness of parliamentary session prevents his accepting your kind invitation." And, further, on the 22nd April, 1886: "I shall despatch to you by steamer leaving Auckland for Sydney, on the 22nd April, memorandum from my Ministers respecting increased naval defences."

No. 2.—*Correspondence with His Excellency the Governor of Victoria, his Ministers concurring, and the Admiral assenting.*

[A copy of this correspondence was sent to the Governor of each colony.]

The GOVERNOR to Rear-Admiral TRYON, C.B.

SIR,—

Government House, Melbourne, 21st March, 1885.

At the conference which was held at Government House on Wednesday, the 18th instant, at which your Excellency was good enough to be present, the questions relating to the defences of the Port Phillip Heads and other approaches to Melbourne, were discussed and considered; but there was an important question connected with the defence of this and the other Australian Colonies, upon which I purposely did not touch, leaving it for separate consideration and discussion by itself. I refer to the assistance which this colony, and the trade of this colony, may expect to receive from the Imperial navy in the event of war occurring between England and one of the Great European Powers.

The area included within your Excellency's command is very extensive, and the numerical strength of your squadron is not large for the duties which, under such an eventuality as war, they would be called upon to perform, while the requirements of the more distant parts of your command might further reduce the strength of the squadron in the immediate vicinity of Australia, and, moreover, the first line of defence may lead to the concentration of your squadron at some distance from the shores of these colonies. Under these circumstances I should be extremely obliged for your Excellency's views upon the general question, that I may submit the same to my Ministers for consideration. The principal points to which I would venture to draw your Excellency's attention are—

- (1.) The importance of having a certain number of vessels which could not be withdrawn from Australian waters.
- (2.) That these vessels should be the best of their several classes.
- (3.) That the officers and men should be acquainted with and well drilled in the knowledge of the most modern gunnery and torpedo practice.
- (4.) That during war, while placed under the command of the senior naval officer on the station, their first duty should be the protection of the Australian Colonies.

Your Excellency will also, perhaps, favour me with your views with respect to the number of vessels that, in your opinion, would suffice for this special service.

In seeking for your Excellency's advice on this important subject, I trust it may not be understood as intended to lessen in any way the Imperial responsibility for the external defence of these colonies, or for the protection of the commercial trade of the Empire in Australasian waters, in connection with which Imperial and colonial interests are both so closely and largely concerned; but that anything done in the direction I have indicated should be in addition to, and not in exchange for, any protection now provided for these purposes by Her Majesty's squadron in these seas.

I have, &c.,

HENRY B. LOCH.

Rear-Admiral TRYON, C.B., to the GOVERNOR.

SIR,

H.M.S. "Nelson," at Melbourne, 27th March, 1885.

In reply to your Excellency's letter received on the 24th instant, a copy of which I attach, I beg to forward a reply in the form of a memorandum.

I have, &c.,

G. TRYON,

Rear-Admiral and Commander-in-Chief.

Enclosure in Rear-Admiral Tryon's letter to the Governor of Victoria, dated the 27th March, 1885.
(Memorandum).

CONSIDERATIONS of defence naturally involve an estimate of what they are to be prepared against.

History is apt to repeat itself; squadrons and fleets have escaped the most vigilant Admirals, and the most skilful strategists failed in days of old so to order our fleets as to prevent this. Since those days the composition of the navies of the world has greatly altered, and at this time it is far easier for an Admiral to avoid notice and conceal destination.

It is possible that an attack may be delivered by a small squadron of ironclads of a type that does not entitle them to a place in the first rank—they would be very formidable if employed to attack our colonies; and still more possibly a hostile squadron might contain vessels of the fast partially-armoured class that are now much in fashion, and the construction of them is on the increase. It is well to consider what such a squadron could do supposing it had arrived off our coast, having avoided detection, the Admiral in command, deceived by false reports, gone to New Zealand, with the telegraphs cut.

If there is a determination to resist, such a squadron, even should it force a channel or the line of defence, unless it is accompanied by a considerable land force cannot do much against a large population if there is a resolute determination to resist at all costs.

It could effect a certain amount of harm by bombardment, but to such towns as Melbourne and Sydney the injury would not be very great, even if the fleet expended all its ammunition. The more lasting effect would be the destruction of trade, and with it the recuperative power of the country for years. If in lieu of resistance there was hesitation, followed by a decision to yield—a condition I hardly can contemplate—trade and commerce will be equally destroyed; and if there is one thing more certain than another it is that demands, if yielded to, would have a more disastrous effect on the welfare of the country than ever could be produced by the heaviest bombardment. History is replete with instances of the successful resistances that can be improvised by large towns against even a very considerable force.

The destruction of trade and commerce, and with it the infliction of long and lasting injury, could be also effected by an enemy who sent fast cruisers off our ports to capture our vessels.

To render an attack from the first named futile, and, if possible, to render the task so improbable of success that no one would contemplate the undertaking, a local defence is called into existence; but while it is not very costly to protect our homes with the aid of local forces, they do not, and they could not help to drive off cruisers such as could prey upon us. We must therefore provide the means whereby they may be captured if possible, if not, at all events, driven off our own coasts.

It seems to me that if our local defences are in a satisfactory condition, a heavy squadron would have no mission in these waters. The cost would be great, the maintenance difficult, and in time it would be overtaken.

From the above it appears that two forces are required, each with its special mission, but each aiding the other. The duty of the first is to defy attack, and to welcome the coming friend, and to afford him a safe harbour; the latter to chase and capture the enemy on the wide sea, or, if driven home by superior force, to join in the defence. It appears to me that the local defence forces—I include in this term the naval and military force, the forts, mines, and torpedoes, in fact everything—at Melbourne are designed to comply with one condition—namely, to furnish local defence. Each harbour has special conditions attached to it. Some may be defended by forts and mines only; in some cases torpedo-boats must be added, and in other cases, such as occur at Port Phillip, where there is a wide entrance to an inland sea, a defence is created by covering the entrance with gun-fire, the channels by mines; the forts and mines aided by a flotilla and by torpedo-boats, so that if a vessel should perchance burst through all, and though shattered still be able to punish an undefended town, she would be tackled by a naval force.

Although it probably will not be questioned that a regularly-trained force is a more perfect force in itself than any militia or volunteer force, still there is a reasoning to which weight must be attached in favour of leaving by far the greater portion of the local defence in the hands of local corps. Local corps can be formed on a system which withdraws those who join them but little from those occupations which increase the wealth of the country. Local corps are subject to the keenest local criticism—to a criticism that is perfectly well understood by them, but which would probably ruin a more regular force. The system of local corps tends to identify the population with the defence. It is less likely to languish. It gives experience to many in the supply and in the use of warlike stores. It does not continuously separate the men from their wives and families. It habituates the people to feel that possibly some day they may be required to make personal sacrifices. It gives a sense of security. It tends to allay panic. It accustoms the Government of the country to study the questions involved, and the responsibility that belongs to it on this subject is kept perpetually before their eyes. Under such a system more men are trained to arms than under a system based on a permanent long-service force. The essential to do justice to local corps is a nucleus of trained men and experts.

But if we are to have efficient vessels to capture cruisers they must have thoroughly efficient crews, trained and inured to the sea, and well practised in their vessels. This is a totally different thing to the other. To keep the crews of such ships efficient they must be changed from time to time. There are no means of drafting them from ship to ship out here at this time, or of sending them to undergo a course of training in the new methods or new implements of war, or to keep them acquainted with what they have to meet. I see no way, in 1885, of securing efficiency save by making such vessels *bona fide* men-of-war, on the same footing in every respect as all Her Majesty's ships in commission.

I do not understand that your Excellency desires me to draw up a scheme for consideration that does not also pay some regard to the financial aspect of the case, but rather to formulate a scheme

which, if adopted, would in my opinion give a substantial addition to our naval forces in these waters, and be specially suited for the service required of them.

If the reasoning contained in what I have already written is accepted as right, and assuming that the local defence is satisfactory, it follows that what are wanted in the first place are cruiser-catchers.

In Parliament, in London, lately, it was announced that ten additional vessels of what are termed "Scout" class should be added to the navy; these vessels, admirably adapted for the service for which they are designed, would, in my opinion, not have sufficient gun-power, but a design might be got out giving them 6-inch breech-loading guns in lieu of 5-inch; these guns at moderate ranges penetrate ordinary ironclads. The legend of the ship should run thus: 16½ knots; 1,600 miles full-speed; 7,000 miles half-speed, 10 knots; six 6-inch breech-loading guns on sponsons as in "Scout" class. This enables two guns to be fired ahead, two astern, or three on either broadside, with shields to protect the crews against machine guns. A light hog-back fore-castle and poop. This seems to be advantageous, as the seas that run at the entrances of these harbours are often heavy and the "rip" inconvenient; besides they would give cover for machine guns, of which there should be an ample supply; also two electric lights, four fixed torpedo-tubes each side. Quite a light rig, with fore-and-aft sails—in fact, as a whole, a "Scout" enlarged to carry the guns named. Six such vessels would be a substantial and material additional protection to our trade and commerce; and, besides being cruiser-catchers, are well adapted to join in the defence of any port; moreover, even if far more powerful vessels appeared in these waters they would have their mission, which would not be confined to defensive operations. They would be a most welcome addition to Her Majesty's squadron that is usually employed on this station.

I may here point out that if all the colonies concurred in any arrangement for their protection economy and efficiency would be greatly increased. For instance, if, instead of each colony ordering its own vessels, or each colony ordering guns or rifles without concert, an agreement could be come to on such subjects, stores would be interchangeable, and in time of need one would be able to aid the other. If there is no agreement on such points, after action, on refitting, we should have to send to each colony for stores belonging to its ships. It must be remembered that these colonies cannot be attacked simultaneously, though they might be consecutively, if the enemy was successful in his first efforts.

Should it be decided by the colonies to move on the following lines—namely, to create a force suited to these waters and to the special requirements of their case with the view to increase the Australian squadron—to bring the matter within range for decision I put forward a series of propositions, on my own responsibility but with an earnest feeling that some such force is much required; and, while I personally recommend for consideration each proposition, I quite recognize that it is necessary to convince those responsible for recommending expenditure, as well as the colonists at large, and it is not possible within the limits of such a paper as this to enter fully into all the details involved. It may be recalled that in the reign of Henry IV. the country was much perplexed about the navy, then in its infancy. Matters had not gone well with it either as to expenditure or as to the force produced. It was decided to intrust it to merchants—namely, to provide a navy by contract. The system did not last long, for reasons I need not enter into, but the precedent conveys an idea.

Should it be decided that the highest interests would be best served if the colonies defrayed the expense while the Admiralty supplied men and maintained the vessels, it being clearly understood that the vessels so provided were to be a force, both as to *personnel* and *matériel* additional to the fleet of the Empire as voted by the Parliament in London, then the following are some of the points that would present themselves for decision:—

- (1.) The arrangement to last, say, for ten years, but to terminate only after three years' notice.
- (2.) The Admiralty to furnish the ships, which would be built either by contract or in the dock-yards. The ships to be equipped, manned, and despatched as are all other of Her Majesty's ships, the sole reserve being a limitation as to their employment.
- (3.) The class of ship, the design, and estimate to be approved by the Colonial Government and by the Admiralty.
- (4.) The armaments to be approved by the Colonial Government.
- (5.) Repairs to be effected as far as they can be within the colony.
- (6.) Repairs to be effected in the same manner and with the same authority as is the practice with Her Majesty's ships.
- (7.) The Admiralty to recommission the ships from time to time, precisely as Her Majesty's ships on the station. Officers and crews are not to be kept too long on the station.
- (8.) The officers and men to be on the same footing in every respect as the officers and men in Her Majesty's ships. In fact, the ships to be in every sense Her Majesty's ships in commission, and placed under the Commander-in-Chief on the Australian station.
- (9.) At no time will these vessels be removed without the waters of Australasia without the sanction of the Governments of the colonies.
- (10.) During a time of peace, the officers and others of such ships as are not in active commission could be well employed to instruct the Reserve Forces and Volunteers. A special arrangement on this subject would be necessary.
- (11.) Nothing in the above regulations prevents any colony possessing itself other vessels of for other purposes. Such vessels will fly, as now, the colonial flag, and this applies to all vessels the property of Colonial Governments when they are not placed under the Naval Commander-in-Chief. When under the Commander-in-Chief they would fly the white ensign and be like other ships of the squadron.
- (12.) The entire cost of *matériel*, of maintenance, and of *personnel*, including the ultimate

liability of Her Majesty's Government on account of deferred pay for officers and men for the periods they serve in such ships to be borne by the colony.

That there is a distinct call for every endeavour that can tend to protect our commerce cannot be questioned. More sea-going tonnage enters one port within these colonies annually than entered the Thames at the time when Her Majesty came to the throne within the same period. There is no colony that does not possess statistics that clearly demonstrate how small a percentage would be called for out of the profits of that trade to afford a reasonable amount of protection; and a first step in this direction would be taken if we provided ourselves with cruiser-catchers, and to the cruisers I should desire to add torpedo-boats capable of going from port to port. They would be especially valuable to cover a long stretch of one coast. The possession of such boats, kept always at the end of a telegraph wire, would effectually prevent an enemy anchoring near our shores.

I recommend the adoption of a dropping arrangement, which could be fitted in a few hours to local small steam-boats, such as we have on board H.M.S. "Nelson" for Whitehead torpedoes. It is inexpensive in construction and maintenance, and enables us to largely supplement more regular torpedo-boats for harbour defence in a ready and effectual way. There should be torpedo-stations on shore, a small pier where the boats could rest in safety, and two air-compressing engines in different positions within the Heads, and two skilled hands at each station.

I have dwelt specially on the defence of our principal ports (I have previously written on the defence of Newcastle and Sydney), because I feel that, if the principal temptations to attack are removed and the largest prizes are shielded, it would not be worth while for an enemy to detach important squadrons for the purpose of destroying less important places; and thus the whole of the colonies and every place would receive benefit, inasmuch as they would not be liable to be devastated by an overwhelming force. Cruisers and unarmoured ships can do little against a comparatively very small defence; and it will be noticed that, while I have recommended the adoption of cruiser-catchers, I have not been unmindful of the long stretches of these shores where the efforts of the enemy would be best defeated by another class of boat. It may not be out of place here to mention, seeing that success engenders success, that, if all united to pay the losses suffered at any spot on our shores owing to the resistance the inhabitants made either to the demands of any enemy or to an actual attack, it could not do otherwise than provoke that unity of action and of feeling that goes so far as to assure success.

I am aware that this report may be held not to go so far as is contemplated in your Excellency's letter to which it is a reply; but I need hardly do more than mention to your Excellency that a navy cannot be created in a day, and that is hardly the time to consider what force would be sufficient to give security against this or that force; that a great deal can be done if all pull together to meet present emergency; and the foundation of a force might well be laid that would grow with the growth of our colonies.

Proposed Sea-going Colonial Fleet, if all joined, including New Zealand.—Six cruiser-catchers, and eight torpedo-boats, sea-going, say of 150 tons; the above to be furnished, manned, and maintained by the Admiralty at the cost of the colonies; a portion of this force only to remain in commission during a time of peace.

Local Defences.—To be officered and manned by local forces—namely, harbour-defence vessels, and Whitehead torpedo-boats, small class generally speaking; batteries and mines to be entrusted to local corps; that local corps should have a good nucleus of highly-trained men is an essential condition; the Whitehead system to enter largely into the system of defence, and dropping-gear to be provided in readiness to be fitted to local boats to supplement the regular torpedo-boats.

No. 3.—*Correspondence between the Hon. W. B. Dalley, Acting Colonial Secretary of New South Wales, and the Admiral, on proposed agreement as to losses. Circular letter from Mr. Dalley to the colonies, and replies received by him.*

See A.—6, 1885, No. 17.

The PREMIER, Victoria, to the COLONIAL SECRETARY, New South Wales.

(Telegram.)

Melbourne, 6th May, 1885.

I THOROUGHLY agree with the suggestions made by the Admiral which you refer to in your telegram of to-day, and which he mentioned to me in conversation. I have no doubt that this colony would join heartily in joint responsibility in such a matter—indeed the whole matter of defence seems to demand federal action; but Lord Derby himself says, in speaking of a system of coastal defence for the Australian Colonies, that federation presupposes some federal authority.

The COLONIAL SECRETARY, Queensland, to the COLONIAL SECRETARY, New South Wales.

(Telegram.)

Brisbane, 6th May, 1885.

CONFIDENTIAL.—I am disposed to concur in the proposal. I have already arranged, with respect to coal stored at Thursday Island in this colony, for its destruction rather than to allow it to fall into an enemy's hands, and we have guards posted there for the purpose. We have also undertaken to indemnify owners, but I agree that the colonies should unite in undertaking the burden.

The COLONIAL SECRETARY, Queensland, to the COLONIAL SECRETARY, New South Wales.

SIR,—

Colonial Secretary's Office, Brisbane, 18th May, 1885.

I have the honour to acknowledge your letter of the 6th May, forwarding a letter from Admiral Tryon on the subject of proposed common action on the part of the Australasian Governments for the indemnification of persons who, in case of war or invasion, may make a sacrifice of their property for the purpose of preventing aid to an invading force by sea or land.

3—A. 6.

I entirely concur in the proposal that, in the event of any such loss being sustained by any town or individual in consequence of refusing such aid, the loss shall be borne by the colonies collectively, in proportion to population. It would, I think, be very desirable that an arrangement to this effect should be embodied in a formal agreement, which should be submitted for ratification to the several Legislatures. On this matter, however, as in the cognate and equally important one of general naval defences, I anticipate some difficulty in arriving at unanimity until some form of federal action is initiated.

I shall be glad to be informed of the opinions of the other Governments on this subject, and beg to suggest that copies of the replies from each of them should be transmitted for the information of the others.

I have, &c.,

S. W. GRIFFITH.

The CHIEF SECRETARY, South Australia, to the COLONIAL SECRETARY, New South Wales.

SIR,—

Chief Secretary's Office, Adelaide, 20th May, 1885.

I have the honour to acknowledge receipt of your circular letter, bearing date the 6th instant, suggesting the desirability of united action being taken by the Australian Colonies in the event of war for averting or diminishing disaster, and dividing, as far as possible, any losses which might be entailed through an attack upon all or any of the colonies.

In reply, I have to inform you that this Government approve of the suggestion, and would be prepared, if necessary, to act in concert with the other colonies in contributing towards these and the other matters accruing out of war adverted to, the contributions of the several colonies being based upon their respective populations.

I have, &c.,

JOHN COLTON.

The PREMIER, Tasmania, to the COLONIAL SECRETARY, New South Wales.

SIR,—

Premier's Office, Hobart, 22nd May, 1885.

I have the honour to acknowledge the receipt of your letter of the 6th instant, bringing under consideration the advantages which would accrue to the Colonies of Australasia as a whole if, in the event of war, they were united in the determination to resist, under any circumstances, any concessions which may be demanded by an enemy, under the joint guarantee of all the colonies that the places so resisting should be reimbursed to the full extent of all sacrifices made and all injuries sustained. You also forward a copy of a letter from Admiral Tryon on the same subject, advocating the desirability of the adoption of such a system.

In reply, I desire to express my general concurrence in the proposed unification of the colonies for the objects in view. The details of the scheme, however, would require very careful consideration, and such consideration would, in my opinion, fitly devolve upon a Federal Council.

I have, &c.,

ADYE DOUGLAS.

The PREMIER, New Zealand, to the COLONIAL SECRETARY, New South Wales.

(Telegram.)

See A.—6, 1885, No. 20.

The COLONIAL SECRETARY, Western Australia, to the COLONIAL SECRETARY, New South Wales.

SIR,—

Colonial Secretary's Office, Perth, 11th June, 1885.

I have the honour to acknowledge the receipt of your letter of the 11th ultimo, and, in reply, am directed by His Excellency, Administrator Onslow, to inform you that it will be laid before the Legislative Council of this colony at its approaching session.

I have, &c.,

MALCOLM FRASER.

The COLONIAL SECRETARY, Western Australia, to the COLONIAL SECRETARY, New South Wales.

SIR,—

Colonial Secretary's Office, Perth, 15th August, 1885.

In further continuation of my letter, No. 71-6, of the 11th June last, I have now the honour, by direction of His Excellency Governor Sir Frederick Broome, to inform you that this Government is prepared to agree to the proposals contained in your circular of the 6th May last respecting an indemnification arrangement for war losses, on the understanding that the arrangement shall be adhered to by all the Australian Colonies, and that any contribution under it shall be reckoned on the basis of population.

Will you be good enough to inform this Government so soon as possible what decision has been, or is likely to be, come to by the other colonies in this matter.

I have, &c.,

MALCOLM FRASER.

No. 4.—*Minute by the Acting Colonial Secretary, New South Wales, on the subject of the Military and Naval Defences of the Colony.*

At the earliest period after the departure of our contingent to assist the Imperial Forces in Egypt, I desire to bring under the notice of my colleagues the necessity of making additional and permanent provision for our defences. I have had several interviews with Colonel Roberts, who, during the absence of Colonel Richardson, discharges the duty of Commandant, and I have instructed him to keep up the strength of the Permanent Artillery to at least two hundred men. I have also called for returns of the strength of our defence from the various regiments of Volunteers, which number about 2,800 men. I propose at once to supply the place, by the appointment of some highly-qualified Imperial officer (if such a person can be found), of Adjutant Norris, who has left as Major in the Soudan Contingent. I have also had interviews with Captain Hixson, in command of the Naval Brigade, and I propose making immediate arrangements by means of which the

members of that force will be enabled to have unlimited facilities for drilling with the big guns. I have also seen the Officer in Charge of the Naval Artillery Force, and have made arrangements with him by means of which the efficiency of that force will be materially increased, and it will be available at any time as a powerful arm of defence. The particulars of these arrangements I shall communicate to my colleagues verbally, but my immediate object is to draw attention to what is absolutely essential, as it seems to me, in the way of providing for our naval defences. As my colleagues are aware, I have more than once expressed the idea, which I believe is generally shared by them all, that the more we identify ourselves with the Imperial Government for the purpose of securing perfect naval defences, the more efficient will be the service and the more perfect will be its administration. We have in the colonies no department which can exercise an efficient supervision and control over military and naval expenditures and service, and it does not seem to me that any object will be attained by the creation of such a department. I think, consequently, that when we have the opportunity of availing ourselves of Imperial assistance in matters for the regulation of which our own means are insufficient, we should adopt a course which will give us the least inconvenience and secure for us the highest advantage. With this object I would submit to the Cabinet the following proposal for its consideration; and I may remark that I have prepared myself for this submission by interviews with the Admiral in command of this station, and have availed myself of much valuable information which he has communicated to me. I have also endeavoured to ascertain whether the proposal which I now make to my colleagues is a practicable one, in the sense of its being deemed acceptable by the Imperial Government; and I think I am justified in saying that in its main features it will probably not be deemed unacceptable to the Imperial naval authorities. My proposal is to this effect: That, instead of building or procuring vessels ourselves, to be manned and governed by local authorities, we should endeavour to make an arrangement with the Imperial Government of the following kind: That we should endeavour to procure two ships of war, to be built and equipped by the Admiralty; the type and design of such vessels to be determined by the Admiralty and the Government of the colony. The armament to be approved by the Government, and the expense of building, equipping, and arming to be borne by the colony. The arrangement with the Admiralty should not be for a less period than ten years, and, in my judgment, it would be more desirable to extend it to a period of fifteen years. The ships to be equipped, officered, and manned by the Admiralty, and the officers to be secured precisely the same advantages as to rank, time of service, and promotion, as if they were serving in Her Majesty's ships in commission. The entire cost of *personnel* to be borne by the colony, including actual and deferred pay; the repairs of the vessels to be effected, as far as possible, within the colony itself, with the distinct understanding that such repairs would be effected in the same way as if done in England. The ships to be under the orders of the Naval Commander-in-Chief of the station, and, in the event of his absence, of the Senior Naval Officer who might occupy his place. Whether the vessels should be taken out of the waters of the colony in time of peace, without the assent of the Governor and that of the Naval Commander-in-Chief, is a point about which I have not made up my mind, and which, I think, is one for discussion in the Cabinet; but in time of war the vessels should be placed in command of the Chief Naval Officer of the station, to be employed within Australian waters, and not to be moved outside the waters of the colony without the sanction of the Governor. The immediate advantages of this proposal would be the procurement of the most highly-qualified officers and men under the best system of discipline and management, and without involving the country in the creation and maintenance of what would be an ineffective department for the regulation of the service. During times of peace the first duties of the officers and crews of these ships would be to instruct the Reserves, so that these vessels would become naval schools of the highest character for the education of that portion of our youth which aspires to serve the country as its defenders. There would be nothing to prevent the colony possessing other vessels, if it were deemed essential, flying the flag of the colony, which vessels might be put, by the authority of the Governor, at any time under the control of the Naval Commanding Officer. But it should be distinctly understood by the Admiralty that the force which I venture to suggest we should obtain would be in addition to that provided by the Imperial Government for our defence in the annual vote for Her Majesty's navy. I now come to the class of vessels which, after careful consideration, and, as I have already said, after long interviews with those most capable of advising, I would recommend to the Cabinet. I would suggest the procurement of two of the kind of vessels known as, I am informed, "Improved Scouts," which vessels should carry four 6 in. breech-loading guns, two ahead and two astern, with six torpedo-tubes, and having at least the minimum speed of sixteen knots. These vessels can be got at about £80,000 each. It would be necessary that one of them should be in commission; the other one would have a crew of one-third, and could be used as a training-ship, and could be fully manned at any time from the Reserves. These vessels fully manned would require about 160 men each; but as one only would be in commission, the number of men required would be a little over 200. In addition to these vessels, four first-class torpedo-boats, to supplement local defence, and to be employed wherever necessary, would be required. These torpedo-boats could be obtained for a little less than £20,000 each. In the opinion of those whose advice, under these circumstances, is the most valuable, we should have as effectually provided for our defence by the adoption of this arrangement as we are capable of doing. We should have secured the best class of vessels, more closely identified ourselves with the Imperial navy, and, I feel sure, should attain the object we have in view at very much less cost to the country than if we acted independently of the naval authorities, and procured vessels to be manned in the colonies and directed by the Government. If the Cabinet is disposed to take this view, I think immediate steps ought to be taken to ascertain whether the Admiralty would be disposed to give their assent to such proposals as I have indicated; and in the event of a satisfactory answer being obtained, I think immediate steps ought to be taken to carry out this policy. There is another point on which I would like to take the opinion of the Cabinet, and that is whether, in such a matter as this, we

should not intimate to neighbouring colonies what we propose to do; for there can be no question that if a similar course to that which I suggest were adopted by the other Australian Colonies, we should have made provision for so formidable a force which, under critical circumstances, could be collected and directed under one head, and thus diminish alarm concerning foreign aggression.

10th March, 1885.

WILLIAM BEDE DALLEY.

No. 5.—*Memorandum by the Premier, New Zealand, on Naval Defence.*

See A.—6, 1885, No. 21.

No. 6.—*Proposed contribution by New Zealand towards providing Cruisers.*

[Extracts from Letters and Memoranda from New Zealand.]

(a.) "On the 6th May, 1885, a proposal was made through Sir F. Dillon Bell, the Agent-General in London, to the Secretary of State for the Colonies, and by him transmitted to the Admiralty on the 13th May, 1885, for New Zealand to pay interest on the cost of an armoured cruiser of the 'Esmeralda' type, to be stationed in New Zealand, and to pay two-thirds of the cost of her maintenance."

[Extract from a Memorandum from Ministers, New Zealand, to His Excellency the Governor.]

(b.) "MINISTERS consider that they are doing their duty in the matter of local defences by offering to pay a certain amount for one or two cruisers of the 'Esmeralda' type, and by providing shore batteries at the chief ports. They do not, however, mean to imply by doing so that these should form the only defences of New Zealand, but regard them as aids to the Australian squadron; and consider that by these measures (which must, to a great extent, ensure to the benefit of all the Australian Colonies), and by contributing towards the expenses of New Guinea, they have given proof of the readiness of New Zealand to co-operate with the other colonies in matters that are for the benefit of all.

14th August, 1885.

ROBERT STOUT.

No. 7.—*Memorandum by the Hon. Robert Stout, Premier, New Zealand, on Naval Defence.*

See A.—6, 1885, No. 26.

No. 8.—*Memorandum by the Hon. S. W. Griffith, Premier of Queensland, on Naval Defence of the Colonies.*

See A.—6, 1885, No. 24.

No. 9.—*A Minute by Hon. Sir A. Stuart, Premier, New South Wales.*

See A.—6, 1885, No. 23.

The PREMIER, New Zealand, to the PREMIER, New South Wales.

(Telegram.)

See A.—6, 1885, No. 7.

The PREMIER, New South Wales, to the PREMIER, New Zealand.

(Telegram.)

See A.—6, 1885, No. 8.

The PREMIER, New Zealand, to the PREMIER, New South Wales.

(Telegram.)

See A.—6, 1885, No. 9.

The PREMIER, New Zealand, to the PREMIER, New South Wales.

(Telegram.)

See A.—6, 1885, No. 12.

No. 10.—*Circular letter from the Admiral to all Governors as to Colonial Naval Defence.*

See Enclosure to No. 26, ante.

(Telegram received the 25th April, 1886.) ADMIRALTY, London, to Admiral TRYON, Sydney

REVISED ESTIMATE.—*Original Cost*: "Archer," £106,486; torpedo-catcher, £46,729. *Annual Maintenance*: "Archer," £25,456; torpedo-catcher, £11,029. Details by mail thirtieth.

No. 11.—*Memorandum by Honourable Adye Douglas, Premier, Tasmania.—Views on Naval Defences.*

MEMORANDUM for His Excellency the GOVERNOR.

Premier's Office, Hobart, 1st March, 1886.

THE Premier has the honour to return herewith the communication which Rear-Admiral Tryon addressed to your Excellency on the 24th December last, in common with the Governors of the other Australasian Colonies, on the subject of the naval defences of these seas.

Your Excellency's Advisers have given this important matter their careful consideration. Those portions of the despatch referred to which appear to call for special mention are the subsections (a.), (b.), (c.), (d.), (e.), (f.), (g.), and (h.) of paragraph 5.

(a.) Ministers concur in Admiral Tryon's suggestion that the Local Naval Defence Force shall remain on the same footing as at present.

(b.) Ministers are of the opinion that any sea-going vessels that may be provided, equipped, or maintained at the cost of the colonies should be officered and manned by the

Admiralty, this being apparently the only satisfactory way of dealing with a Colonial Naval Force.

- (c.) Ministers consider that any vessels provided at the cost of the colonies should be retained within the limits of the Australasian seas.
- (d.) Ministers concur in the terms of this subsection, that no reduction of Her Majesty's Naval Forces now on this station shall take place consequent on the addition of any force made at the cost of the colonies.
- (e.) With reference to the entire cost of the vessels of which the Australasian fleet would be composed being borne by the colonies, Ministers cannot concur. It is their opinion that the colonies generally would prefer that the original cost of ships and their equipment should be defrayed by the Imperial Government; that each colony should pay its fair share, in proportion to population, of the interest on this outlay, together with an amount sufficient to cover a sinking fund, which would pay for replacing such vessels and for other necessary expenditure.

This method would enable the Imperial Government to give to the colonies the most modern and effective description of vessels and armament, while, at the same time, the colonies would furnish the ways and means for so doing.

- (f.), (g.), and (h.) Ministers fully concur in the terms of these subsections as to an increased number of cadetships for the colonies, the employment of vessels during times of peace, and the term of years for which an arrangement of this nature should be made.

As the Lords Commissioners of the Admiralty are prepared to enter into such a scheme, it appears to Ministers that the difference of opinion which they express with regard to subsection (e.) need not prevent a satisfactory arrangement being arrived at, beneficial alike to the Mother-country and the colonies.

As to the nature of the defences and the class of vessels to be employed for the colonial service, your Ministers are of opinion that these are matters which, like the question of command, must be left to the Imperial naval authorities to determine.

Having expressed our views on the points suggested, the question arises as to the expense of the maintenance of this defence force, and in considering this it is necessary to take into consideration the cost of defences for Thursday Island and King George's Sound.

Assuming that the colonies have to pay according to population, the proportion to be borne by this colony will be about £7,000 a year.

Already the local defences cost about £30,000 a year, and this sum must be annually increased, although probably not to any considerable amount, in completing the fortifications, &c. Your Excellency's Adviser's doubt very much if Parliament would sanction so large an outlay; but if the other Australasian Colonies concur in the proposals Ministers will be prepared to consider the question of bringing the subject practically before Parliament.

ADYE DOUGLAS.

No. 12.—*Letter from His Excellency the Governor of Western Australia to the Admiral.—Views on Colonial Naval Defence.*

SIR,—

Government Cottage, Rottneet Island, 24th February, 1886.

I have the honour to acknowledge the receipt of your Excellency's letter of the 24th of December last respecting the arrangements to be made for the more complete naval defence of the Australasian Colonies.

2. I exceedingly regret that my duties in Western Australia will not permit me to absent myself from my post for the purpose of attending the conference on this important subject, arranged, as I understand, to be shortly held in Melbourne.

3. I am therefore under the necessity of offering in writing the remarks which this Government has to make on the scheme of naval defence indicated in your Excellency's letter.

4. I cannot think that any more suitable arrangements could be decided on than those which are suggested. It is only on one point that I would venture to offer some observations.

5. It is proposed that the sea-going vessels (five "Archers" and two torpedo vessels) shall be built and equipped at the cost of the several colonies, and shall be jointly owned by the colonies.

6. It has suggested itself to me that it might be a better and simpler arrangement for the Imperial Government to provide the special addition to the station squadron considered from time to time to be necessary, the colonies merely paying to the Imperial Government an annual subsidy to cover the extra charge involved.

7. An analogous course to this has been followed when military forces have been stationed in a colony for colonial purposes. Why should it not be adopted in respect of a naval force similarly stationed?

8. The annual sum charged by the Imperial Government should, of course, cover interest on the capital outlay, as well as depreciation, in addition to the charges mentioned in your Excellency's letter.

9. There appears to me to be a certain disadvantage and difficulty in half a dozen colonies becoming the joint owners of a number of war vessels, under an arrangement with the Imperial Government, for a limited term of years, as to the manning and administration of the vessels.

10. It might be desirable to alter the type of one or more of the ships, and in this and other contingencies, which can be easily imagined, the fact that the colonial vessels could not be removed from these waters without the consent of six or seven Governments, might hamper the arrangements.

11. If the five "Archers" mentioned in your Excellency's letter would not require to be kept

in commission in time of peace, and if peace should be of long duration, some of the vessels might be laid up until they deteriorated or became obsolete, without ever having been used.

12. Since their foundation a century ago, these colonies have not been disturbed by an enemy. It is quite possible that the proposed colonial sea-going vessels may see no active service until, owing to the progress of science or other causes, they are of no use for active service.

13. Bearing these and other contingencies in mind, would it not be better for the Mother-country to strengthen the Australian squadron now and from time to time as might be agreed upon for the security of this part of the Empire, the colonies making such money-payment to the Imperial Government as would cover the cost of the additional vessels.

14. In other words, as before stated, why should not the system heretofore pursued when military protection was required by the colonies be adopted now that naval protection is required?

15. From the figures given by your Excellency I roughly gather that the scheme indicated in your letter would entail on the colonies a first cost of about £635,000. The annual charge would appear to be, on the war footing, somewhere about £115,000; on the peace footing somewhere about £75,000.

16. Supposing that, under the arrangement I suggest, an annual subsidy of £180,000 in war time and £90,000 in peace time were paid by the colonies to the Imperial Government, would not the Imperial Government, for such consideration, be justified in raising the Australian squadron to the extra extent indicated by your Excellency, and would not the arrangement be more elastic and leave greater freedom of action on both sides?

17. It is presumed that any payment required to be made by the different colonies would be apportioned on the basis of population.

18. Each contributing colony would, of course, desire to see Her Majesty's ships in its water as frequently as possible. To avoid future difficulties, perhaps some understanding or arrangement on this head would be expedient.

19. I could not finally pledge this Government to any payment without the previous approval of the Legislature.

20. It is possible that a doubt may arise whether the limited means and lesser wealth of Western Australia render it necessary that this colony should pay for naval protection extra to that afforded by the present Imperial squadron. I myself, however, would always be in favour of Western Australia entering into partnership with the greater colonies of the Continent in any scheme of the kind now proposed, so far as our means will allow.

21. Requesting your Excellency to lay this letter before the Conference on Naval Defence,
I have, &c.,

F. NAPIER BROOME.

No. 13.—*From His Excellency the Governor of New Zealand to Admiral Tryon, enclosing a Memorandum by Ministers on Naval Defence; also a note as to the nature of the reply sent.—(Received on the second day of the meeting, 27th April, 1886.)*

SIR,—

Government House, Auckland, 19th April, 1886.

Enclosure to No. 26 ante.
No. 29 ante.

With reference to your letter of the 24th December last relating to naval defences, and to the meeting that took place at Government House during your recent visit to New Zealand when you discussed the question with myself and some of my Ministers, I have the honour to forward herewith copies of a memorandum which I have just received from my Ministers on the subject. I shall feel obliged if you will communicate to me any observations which you may desire to offer on the proposals contained therein.

I have, &c.,

WM. F. DRUMMOND JERVOIS.

NOTE.—I have written to New Zealand to point out the erroneous impression entertained in paragraph 9. I have sent the telegram of the 25th April, which shows the prime cost, and also the cost of maintaining an "Archer" and a torpedo-catcher, a matter on which they previously were not fully acquainted. I have also pointed out, while the sum named is not nearly sufficient to provide the vessels they suppose it would, it would go a long way towards paying the share that would fall to New Zealand if all the colonies in Australasian waters joined and agreed to create a naval force out of funds provided by each colony according to its population. I have also pointed out that united action on the part of all the colonies is not probable, if it is stipulated that during peace two vessels should always remain in any particular waters, but that the spirit of the wishes of the Ministers would be fully met by an assurance that the ports of New Zealand would be frequently visited either by single ships or at intervals by several ships cruising together as a squadron, an arrangement which is in accord with my existing orders, but which is rarely done owing to the numerous calls made for vessels to visit distant islands.

G. TRYON,

Rear-Admiral and Commander-in-Chief.

H.M.S. "Nelson," at Sydney,
27th April, 1886.

No. 14.—*Memorandum on Colonial Naval Defence, by Admiral Tryon.*

Memorandum presented at meeting.

H.M.S. "Nelson," Sydney, 24th April, 1886.

WHEN questions that affect the navy, and especially when how to increase its effective action in seas remote from the Mother-country, are under consideration, it is necessary to pass in review the existing strategic conditions, which cannot be disregarded, for they force our hands.

It will be found, however, that some colonies and some places of special importance will require special treatment, and that they call into existence a naval force that does not primarily enter into or belong to the system on the lines on which for strategic reasons the main fleet of the country moves.

Europe, the great mother of wars, the chief market of the world, the chief arbiter for peace, with its overflowing population seeking where to go, and for new outlets, is a nest of armed naval and military forces.

The very propinquity of huge armies to each other, the existence of the telegraph and its effect in hastening and, perhaps, too often in precipitating, decision, render sudden wars more probable than even heretofore. While all preach and express a hope for peace, yet all prepare lest war should come; it is not possible to adopt a greatly different course, or to pose contented, unarmed, in our ever-increasing, envy-provoking condition. We must take the world as we find it, and show, while we wish for peace, we are determined to hold our own.

The action taken by the colonies in the erection of batteries, and in the creation of considerable forces of all kinds, shows that they accept the condition that war is possible. They recognize that when war once breaks out no one can foresee the consequences. There is no escape from it. There is no land so distant as to be free from its direful influences or from its effects. If this was true, as history tells us it was, in days gone by, how much more is it the case now, when distances are bridged and prevailing winds and other obstacles are overcome by modern war appliances.

Still, as a general strategic principle, the chief focus of war (Europe) having been pointed out, it is clear, however much we as a nation may be scattered over the wide world, our main fleet—the main naval strength of the nation—must remain near the focus, and, if possible, prevent the immediate effects of war being felt beyond the seas adjacent to that focus, wherever it may be. In fact the more extended and the more scattered the interests to be defended, the more desirable it is to circumscribe the field and the immediate consequences of war.

Supposing an opposite course was adopted, and we scattered our naval forces so as to try to be everywhere, we should be weak at all points, and an enemy whose total force was much inferior to our own would be able to take the initiative, and to appear in superior strength and numbers at any point he might select. We may be pretty confident he would not select a point for attack that was strong and far distant from his own base. As a general principle we come to this in each case of war: Wherever your enemy is you must get as near him as possible if you would frustrate his designs, and the further you are from him the less likely you are to meet him, and the less able you are to hinder him.

If the above is accepted it will follow that any force that is localised, viz., one whose action is limited designedly for special purposes and to special seas, while it may be of the greatest value, and its existence but a sequence to the general principles above sketched, it does not fall into place side by side with the main force, but is rather an adjunct to it, and a very important and necessary adjunct, as I shall now endeavour to show, for on my so doing depends whether, from a wide and national point of view, we are right in localising a naval sea-going force at all. However superior our force may be, however skilled may be the strategic arrangement, however vigilant our admirals, history may repeat itself. An enemy may escape touch, he may escape notice, and it may be some time before his destination is known and his designs penetrated. We may feel confident he will be quickly followed, but his power for mischief, for a time at all events, would be great, and the difficulties attending a pursuing squadron are great compared to those experienced by one that is carrying into effect a well-devised pre-arranged scheme. This condition must not be overlooked. The power to avoid notice is much greater in 1866 than it was at the early part of this century. Winds, currents, and tides no longer restrict the movements of a fleet. Vessels a thousand miles away on a Monday are with you on a Friday. Blockades in the present day are not reliable, and the days of convoys, pure and simple, are gone.

While, therefore, we must admit that it is possible for a force to avoid those who try to prevent its attaining the open ocean, and that it may seek distant seas and places, and for a time, if not otherwise prevented, create much havoc; and, while we must also admit that the further from the focus a position is, the less advantageous it is as a station for a naval force on general national strategic grounds, for it depends on its ever even seeing an enemy, to his coming to it of his own accord, and to his having escaped the notice of others; and, besides, should the enemy go elsewhere in strength, the further off the position occupied is, the less likely is a force occupying it to be able to act in combination and in concert with its friends. Still, we also must admit that places of great wealth and importance, if not protected, provoke such enterprise on the part of an enemy as we are now particularly considering how best to frustrate.

I think it will be admitted, however far from the focus of war the positions may be, that, when they are of the importance and value, and when they possess the population of these colonies, there is good reason for removing a temptation to direct an attack on them from the Council Chamber of those who may be plotting against us, and to do so by providing a force that would be able to play an important part, whether the enemy came in strength or whether he sought to molest us by the action of swift cruisers.

With the development of great colonies the necessity for their defence year by year has become more and more apparent. New and important interests spring into existence in rapid series. Places that were of little importance, or that were even quite unknown to the world a few years ago, have now a very special value and importance attached to them. It is impossible to expect the taxpayer at Home to bear the whole cost of the defence of such great interests as exist in the colonies, scattered as they are in distant seas, and multiplying as they are with each cycle. Batteries and local defences alone extend their influence but a short distance. They cannot be indefinitely increased, even if it was wise to try to do so. The action of vessels of war at sea would tend to deny these waters as a cruising ground to our foes, and would do much to practically cover places that are not defended by forts or local forces. Without vessels of war we should be liable to be shut up in our own homes: the colonies would be isolated from the rest of the world. The taxpayer at Home pays approximately thirteen millions for the navy. He pays about thirty millions for the army and navy together. He pays it as an insurance for our existence as a nation.

Should the colonies decide to increase the squadron on the station, when it is effected our position would be: we should know that, while the main forces of the country were striving to defeat the machinations of an enemy, if their efforts were not successful in limiting the area of mischief we should be well able, at all events, for a time, to take care of ourselves, and when our own pursuing fleet arrived we should be able to unite hand in hand with it for one common object.

To facilitate the advent of our squadron, armed dépôts are maintained on the great lines of trade and commerce, we have squadrons of greater or less strength in every sea, which, with the armed places above referred to, impede the movements of an enemy while they greatly assist our friends.

How best to create a naval sea-going force localised to the Australasian seas is now approaching consideration. If vessels of war are to be added, at the cost of the colonies, to the existing squadron, it is necessary to secure harmonious action and working with the main fleet of the country, if full effect is to be obtained from such an additional force. This can only be secured when the discipline, instruction, and practice is similar; without harmony in these respects there is a serious source of weakness. There should be no question as to responsibility, or as to the relative position of officers. There should be a flow of promotion. Neither officers nor men should be kept too long on any station. An acquaintance with modern appliances and implements of war must be maintained, and they should have a knowledge of the condition of those against whom they may have to act in war. The use of mechanical appliances for so many purposes on board modern ships of war, and the increasing delicacy of those appliances and weapons call for highly-trained crews. To secure the strength that is due to training when it exists throughout a whole force, those portions of it to which special duties are relegated, and which, in point of numbers, are relatively small, must adapt themselves to the system that prevails with the majority. The total strength of the *personnel* of Her Majesty's fleet is, including reserves, approximately 102,000. Practically all seamen in Her Majesty's fleet are entered as boys, and are trained, before going to sea, in special vessels. They enter for twelve years, and subsequently can renew their engagements for ten more, and then become entitled to a pension. It is not practical to propose that men of the same rank and position, performing the same duty and serving in the same ship, should receive widely different rates of pay or be entered on widely different conditions.

There are ports that require a considerable amount of naval force for their defences—Melbourne, for instance: Port Phillip cannot be denied to an enemy by batteries and mine-fields alone. There a local naval force of very considerable strength is already called into existence. Some ports only require a few torpedo-boats. Queensland possesses gun vessels well suited for service off her coral-girt shores. South Australia has a vessel of another type altogether that is specially well adapted for the service she was designed to render; and of the efficiency and reliability of these forces I am glad to bear personal testimony. It is not proposed to make any change in what has been so far well done with reference to such local forces.

The immediate subject for consideration refers to sea-going vessels of war. Are these colonies desirous to provide them for the defence of these seas? And in such case, how best to give effect to their desire? And I venture to say it is difficult to conceive a more important subject. These colonies have no frontiers save those imposed by nature. Should an enemy ever appear, he must come from over the sea.

It will be noted that the types of ships recommended are essentially sea-going vessels, that are formidable whatever may be the nature of the opposing force. They are also well adapted to play a prominent part, if needs be, in a local defence; yet they are not of a class that could be readily sent out to distant seas from Home at an hour of need; a task that would be well performed by the new fast armoured ships, or by the protected vessels that form a part of Her Majesty's navy, and which are designed for protracted distant service at sea, and with which these proposed vessels are admirably adapted to co-operate.

I may mention that the subject of the defence given by the navy to colonies and commerce, and of the maintenance of armed dépôts throughout the world, has recently been prominently before the Parliament in London, and as a result to a special debate £3,100,000 was voted in December, 1884, for an increase to the navy, and a large additional vote was granted for defensive works abroad. The direction of the view taken is sufficiently shown by observing the type of vessel ordered, which is given under the estimate upon which the calculation of £3,100,000 was made: One armour-plated ship, five belted cruisers, ten "scouts," two rams, and thirty torpedo-boats.

A reference to the summary of naval estimates for the years from 1881 to 1885 will show the growth of naval expenditure: 1881-82, £10,945,919; 1882-83, £12,110,426; 1883-84, £10,899,500; 1884-85, £11,507,970; 1885-86, £15,186,500. In 1882-83 there was a vote of credit of £1,276,525, and in 1885-86 an estimated vote of credit of £2,800,000, which sums are included in the above. Equally interesting are the tables of figures which show the total actual and estimated expenditure on ship-building and ordnance between 1875 and 1886, which show that the sums varied from £3,772,601 in 1875-76 to an estimate of £6,102,652 for 1885-86.

There is no desire whatever, I am assured, to avoid any of the responsibilities due to the maintenance of the Empire, growing as they do grow with its ever increasing population and wealth, particularly in these great colonies. I am authorized to say there is a full determination to continue to bear the task. While we as a nation grow with amazing strides, an ever-increasing naval protection is required. Other nations also grow, but in no instance has another nation such a wide-world task; in no instance is the task that falls to their navy appreciably increased with the growing wealth and population of their country, when compared to the case of the British Empire.

This memorandum is written on my own responsibility. It is but a *sequiter* to the memoranda and papers which have been written by the Premiers and by others on the same subject within these colonies. It is what it professes to be—a simple statement of the views of a sailor occupying the position I do, from a national aspect, with Australasia in the foreground.

I now will briefly review matters as they are. Ports, arsenals, and coaling-stations are held on the lines of trade and commerce, on the maintenance of which, it is unquestionable, the whole Empire is deeply interested. Sufficient ships to perform the duty of police of the seas, and to maintain British interests, are suitably stationed all over the world. In the heart of Europe the Mediterranean fleet is maintained; at Home, ships are kept ready for service, to be sent anywhere at very short notice. The Channel fleet, while available for any service, is an invaluable fleet for training officers and men.

The above sketch gives an outline of the policy which is considered to be the very best yet devised for securing that the naval force of the nation will be at the right place at the right time. The fleets of other nations are watched, and any augmentation of force that is observed is readily met, when necessary, by counterbalancing measures. Should any hostile fleet leave Europe, we may rest assured it will be followed; and lest such a case should occur, protected coaling-stations, naval establishments abroad and colonial defences, Militia and Volunteer forces, have their cause for existence. We must recall that when the fleets of England were far greater than those of France and Spain combined, yet, in the great actions fought in the early part of this century, our force was inferior to those opposed to us. At this time the power to concentrate is far greater than it was in those days. It is clear the strength of the fleet must not be frittered away, as it would if the component parts were scattered.

At Home it has often and often been proposed to build ships specially suited for the defence of the Mersey, the Clyde, the Thames, and other ports. The answer has always been on the same line. If Parliament will place more money at the disposal of the Admiralty they will be able to show it will be best and wisest to spend it on vessels suited for the general service of the country. An increase to Her Majesty's fleet voted in London would take that direction. It would be spent in construction, in armaments, and, excepting as regards the very important instance of torpedo-boats, for the purpose of adding to the strength of the fleet that could be employed anywhere in the interests of the nation.

There is no difference of opinion as to the necessity for protecting the most distant parts of the Empire. The question is, How is this best effected? It cannot be better done than by destroying an enemy before he has time or opportunity to act to our disadvantage, but it is certainly wise to take every precaution lest, as in days gone by, a squadron should escape notice and suddenly appear off a distant shore. What the Admiralty could do besides what it does now would be to give the advantage attached to a force that is organized on one system; also it could arrange to supply officers and men trained to modern ships and modern appliances. It can give homogeneity to the whole force of the nation, and it could do this at a cost far less than would be entailed by any other plan that has yet been devised. But the Admiralty could only be expected to advise expenditure of the sums voted annually in London for naval purposes in the direction it was convinced was for the best from a general point of view.

The force out here at this time is much greater than it was but a very few years back. This testifies to the appreciation of the ever-growing importance of the position; but the rapid progress that is being made in all directions is creating demands that require very serious consideration. That the colonies have done much themselves all will admit. We must also bear in mind that the progress made in ship-building and in marine engineering is rapidly bringing Australia closer to Europe in point of time, and the safety due to distance is not what it was ten years ago, yet the strategic conditions referred to in this paper are not greatly altered.

The importance of the question was so recognized in 1884, that Parliament in London did not wait, but decided to make a very appreciable addition to our naval forces, and the large proportion of that expenditure, as I have shown, is devoted to vessels specially suited for the protection of colonies and commerce. The country did not wait to talk—it gave a vote, an increase over the estimate for the purpose.

G. TRYON.

No. 32.

The PREMIER, Victoria, to the PREMIER, New Zealand.

You will have observed that representatives of New South Wales, Queensland, and Victoria met at Sydney last week to consider Admiral Tryon's proposal *re* defence of Australian waters, you and other colonies interested being unable to attend. After discussion it was found that the point upon which the whole matter turned was, What proportion of the proposed addition to the strength of the Royal Navy in these waters should be borne by Her Majesty's Government. New South Wales was prepared to accept the Admiral's proposal as contained in his memorandum of the 24th December, 1885—viz., that the entire cost of these vessels will be borne by the colonies, including the entire cost of maintenance during the term. Queensland was prepared to go very much the same length, although, instead of paying the total of the first cost, was inclined to think that a per cent. of the first cost of the vessels, say, 5 per cent., should be paid annually by the colonies by way of deterioration in value, and the vessels at the end of the ten years to be the property of Her Majesty's Government; the total cost of maintenance to be borne by the colonies. Victoria contended that in the proposed addition to the strength of the naval squadron in these waters, Her Majesty's Government should contribute its share of the cost, that that share should be providing the necessary vessels, manning, equipping, &c., and the entire cost of maintenance during the term of ten years should be borne by the colonies in the proportion of their respective populations. On no previous occasion have the colonies been asked to bear the entire cost of an addition to the Royal Navy in these waters. The conference held in Sydney in 1881 urged that the naval defence of the Australian waters should be largely increased, and should continue to be exclusively a charge on Her Majesty's Government. The Secretary of State for the Colonies in his despatch of the 11th May objected that the increase should be exclusively a charge upon the Imperial Treasury; but, on

the other hand, never hinted that the increase should be exclusively a charge upon the colonies. I am given to understand the present Premier of Tasmania takes the same view of the financial state of the case as proposed by Victoria—contribution by Her Majesty's Government to provide in the first instance the vessels referred to in the Admiral's memorandum, £626,000; but as these vessels would belong to Her Majesty's Government, the real cost would be the loss by deterioration, which, if estimated at 5 per cent., equals £31,300 per annum; the contribution by the colonies, maintenance on war footing, £153,000 per annum; maintenance on peace footing, £90,000 per annum.

Melbourne, 5th May, 1886.

D. GILLIES,
Premier.

No. 33.

The ADMINISTRATOR of the GOVERNMENT, Queensland, to the GOVERNOR of NEW ZEALAND.

SIR,—

7th May, 1886.

I have the honour to enclose three copies of a memorandum dated the 3rd May, 1886, expressing the opinion of my Ministers on the subject of a scheme of naval defence for the Australasian Colonies.

I have, &c.,
A. H. PALMER.

His Excellency Major-General Sir W. F. D. Jervois, R.E., G.C.M.G., C.B., &c.

Enclosure.

Colonial Secretary's Office, Brisbane, 3rd May, 1886.

With reference to His Excellency Sir Anthony Musgrave's minute of the 20th February, 1886, transmitting for the information and consideration of Ministers a circular despatch from Admiral Tryon, dated the 24th December, 1885, on the subject of a scheme of naval defence for the Australasian Colonies, Mr. Griffith has now the honour to state for your Excellency's information the opinion of this Government on the subject.

2. It having for various reasons been proved to be impracticable to bring about the meeting of Governors and Premiers of the several colonies for the purpose of discussing the matter with the Admiral, as proposed by the Secretary of State, Mr. Griffith, at Admiral Tryon's invitation, proceeded to Sydney, where he met Sir P. A. Jennings and Mr. Gillies, the leaders of the Governments of New South Wales and Victoria, with whom and the Admiral the matter was fully discussed in meetings held on board the "Nelson" on the 26th and 27th of April.

3. The Admiralty proposal, made through the Admiral, may be shortly stated as follows:—

- (a.) That the purely local naval defence force which has already been created in several colonies should remain substantially on the footing on which it is already established.
- (b.) That any sea-going vessels that may be provided, equipped, and maintained at the cost of the colonies should be manned by the Admiralty, and be placed in every respect on the same footing as are Her Majesty's vessels at present belonging to the station, including a periodical change of officers and men.
- (c.) That the vessels provided at the cost of the colonies should be retained within the limits of the Australasian seas.
- (d.) That no reduction of the forces now on the station should take place consequent on the addition of any force made at the cost of the colonies.
- (e.) That the entire cost of any additional vessels should be borne by the colonies.
- (f.) That an increased number of cadetships should be given to the colonies.
- (g.) That during time of peace these vessels should be employed in the same way as other vessels of war on the station.
- (h.) That any arrangement made should be for a period of ten years.
- (i.) That the several colonies should still continue to arrange for local defence, and that any sea-going vessels of war added to the squadron on the station should not be subject to any divided responsibility as to their movements within Australasian waters, but should form part of the squadron, and be entirely under the control of the Admiral Commanding-in-Chief.
- (j.) That the additional ships to be provided should be five cruisers of the "Archer" class, and two fast sea-going torpedo-vessels.

4. From the corrected data supplied by Admiral Tryon at the meeting, it appears that the first cost of each cruiser of the "Archer" class would be £106,486, and of each torpedo-vessel £46,729; while the entire annual expenses of each of the former would be £25,456, and of the latter £11,029.

The total cost of providing such a fleet as that proposed by the Admiral would therefore be—For five cruisers, £532,430; for two torpedo-vessels, £93,458: total, £625,888. And the annual expenses of maintenance would be—For five cruisers, £127,280; for two torpedo-vessels, £22,058: total, £149,338. To which must be added the sum of £3,300 mentioned in the seventh paragraph of the Admiral's despatch for the cost of exchange of crews.

5. Upon full consideration, Ministers are of opinion that it is not desirable that any ships to be provided under the proposed scheme should be the joint property of the colonies; and they think that it would be highly inconvenient that the several colonies should be called upon to raise by way of loan sums for the purchase of vessels which would be the property of Her Majesty's Imperial Government. They think, therefore, that the ships should be provided and equipped by the Imperial Government. They are, however, of opinion that the colonies may fairly be called upon to

pay annually a sum, at a rate to be agreed on, to represent the ordinary depreciation of the vessels. Ministers are also of opinion that the whole annual cost of maintenance should be borne by the colonies.

6. With these modifications, they concur in the proposals made by the Admiralty, on the basis that the annual cost should be borne by the several Australasian Colonies in proportion to their population, and they will be prepared to invite the Legislature to make the necessary permanent appropriation for ten years for defraying Queensland's share of the expenditure. If New Zealand does not join in the proposed scheme, Ministers think that the number of the cruisers should be reduced to four. Provision should also in their opinion be made for giving two years' or three years' notice of the termination of the agreement.

His Excellency the Administrator of the Government.

S. W. GRIFFITH.

No. 34.

MINISTERS to the GOVERNOR.

(Memorandum for His Excellency.)

Premier's Office, Wellington, 17th May, 1886.

MINISTERS have the honour to return the papers on naval defence laid before the meeting of Nos. 30, 31. Premiers of New South Wales, Victoria, and Queensland, with Admiral Tryon; and also the Admiral's letter to your Excellency.

The ninth paragraph of the memorandum of Ministers, dated the 27th March, 1886, is open to No. 29. the misconception the Admiral has placed upon it in his note. Ministers did not mean that the £20,000, which they thought a fair sum for New Zealand to pay, would cover the total cost of the two vessels they asked should be provided for New Zealand.

Ministers have nothing to add to what was stated in the memorandum of 27th March; but, if His Excellency permits, they would suggest that the papers may be printed and laid before Parliament.

ROBERT STOUT.

No. 35.

The PREMIER to the PREMIER, Victoria.

SIR,—

Premier's Office, Wellington, 17th May, 1886.

I have the honour to acknowledge the receipt of your telegram of the 5th instant regarding the meeting of the representatives of New South Wales, Queensland, and Victoria, held at Sydney, relating to naval defence. You will have seen in the printed papers our memorandum to the Governor, dated 27th March, 1886. That memorandum conveys our views, but the ninth paragraph is open to misconception. The Admiral assumes that we meant the contribution of New Zealand to be the full amount required for the maintenance of two ships on the New Zealand coast, but we meant it to be only half the amount. We have forwarded to His Excellency a memorandum, copy of which I enclose, pointing this out. Our views are the same as those of Victoria and Tasmania, that the total cost of the additional ships to be placed on the Australian and New Zealand stations should not be borne by the colonies.

I have, &c.,

The Hon. the Premier, Melbourne, Victoria.

ROBERT STOUT.

No. 36.

The PREMIER, New South Wales, to the PREMIER, New Zealand.

SIR,—

Treasury, Sydney, 19th May, 1886.

I have the honour to enclose copies of a memorandum addressed by me to His Excellency the Governor of this colony on the subject of the joint naval defence of Australasia.

I have, &c.,

P. A. JENNINGS,

Premier.

The Hon. the Premier, New Zealand.

Enclosure.

MEMORANDUM for His Excellency the Right Hon. Lord CARRINGTON, P.C., G.C.M.G., &c., as to the Joint Naval Defence of Australasia.

REFERRING to the recent personal communications to His Excellency the Governor on the subject of the meeting between His Excellency, Admiral Tryon, the Hon. S. W. Griffith, the Hon. Duncan Gillies, and myself, which took place on the 26th and 27th April, on board H.M.S. "Nelson," with the view of securing a common course of action between the Imperial and Colonial Governments for the naval defence of the Australasian Colonies, it is now my duty to submit to His Excellency a statement of the results of that meeting.

2. As the two Prime Ministers of Victoria and Queensland accepted the invitation of the Admiral to visit him at this place, it seemed to me my duty, at as early a period as possible, to put before the meeting the views entertained by His Excellency's Advisers on the important question which the meeting was called upon to discuss. I did this in the following memorandum, which I have prepared for the purpose (as it affirms) of defining our own opinions on the subject, and preventing misunderstanding:—

“Memorandum read by Sir Patrick Jennings, at Meeting of His Excellency, Admiral Tryon, and the Premiers of Victoria, Queensland, and New South Wales, on board H.M.S. ‘Nelson,’ on the 26th and 27th April, 1886.

“I HAVE thought it desirable to commit to writing the views of the Government of this country on the very important question which is the subject of our present interview. I do this first of all for the purpose of more clearly defining our opinions on the subject, and preventing as far as possible any possibility of misunderstanding; and secondly, with the object of furnishing a basis for the discussion which will take place. We have for some time here inclined to the view that, in proportion to our identifying ourselves, for the purpose of securing perfect naval defence, with the Imperial Government, we shall secure a more efficient service and a more perfect administration than we ourselves could establish by any independent course of action in the colony. More than twelve months ago it was determined by the Government then in existence to ascertain whether proposals for availing ourselves of Imperial assistance, by procuring and maintaining two or more ships of war, to be equipped and manned by the Imperial Government at our own cost, would be favourably entertained. It was ascertained that any practicable proposals of this kind would be received and examined with favourable consideration by the Imperial Government. The result of much consideration on the question by that Government was a recommendation to the following effect: That two vessels of war, the type and design of which were to be determined conjointly by the Admiralty and the Government of the colony, were to be built and equipped by the Admiralty, that the armament was to be approved by the Government, and that the entire expense of building, equipping, arming, and maintaining was to be borne by the colony. It was further considered that the arrangement with the Admiralty in connection with this service should extend over a period of from ten to fifteen years, the ships being equipped, officered, and manned by the Admiralty. The crews were to be secured in the same advantages as to rank, periods of service, and promotion, as if those crews were serving in Her Majesty’s ships in commission. The entire cost of *personnel* was to be borne by the colony, including actual and deferred pay. The control of the ships was to be in the hands of the Naval Commander-in-Chief of the station. There was a further proposal that in time of war the vessels were to be employed within Australian waters, and not to be moved outside the waters of the colony without the sanction of the Government of the colony. And it was to be distinctly understood that the force provided for in this way should be in addition to that provided by the Imperial Government for our defence in the annual vote for Her Majesty’s Navy. There was then a recommendation of the class of vessels which it was deemed most desirable to procure for this service. I have thought it well to refer to this matter with the view of considering the acceptableness of such proposals in this country. While regarding with approval many of the matters to which I have adverted, and while impressed with the conviction that they would be generally found agreeable to our Legislature, I am personally more disposed towards the adoption of a different scheme. It will be perceived that the scheme to which I have referred was an individual one for this country, as no interchange of opinions had then taken place between the various colonial Governments on the subject. I am much more disposed myself towards a general arrangement between the leading Australasian Colonies and the Imperial Government; and I may say, on behalf of the Government of this country, that we are quite prepared to do all in our power to bring about a co-operation, not only between ourselves and the Imperial Government, but between ourselves and the other Australasian Colonies. I shall very briefly put before this meeting my proposal. It is based, first of all, on the very valuable paper which the Admiral has furnished to the various Australasian Governments, dated at Auckland, the 24th December of last year; and secondly, on a very grave consideration of the question in Cabinet. I shall be prepared to submit for the approval of Parliament the following scheme:—

“1. That a sufficient naval defence force be raised and equipped and manned by the Imperial Government for the defence of Australasia.

“2. That the cost of the equipment and maintenance of this force shall be borne by the Australasian Colonies in proportion to their population.

“3. That this force shall generally be retained within Australasian waters.

“4. That the arrangement for this force shall be for a period of ten years; and that, if it is contemplated to abandon or alter the arrangement at the expiration of that period, notice of such abandonment or alteration shall be given at the termination of the seventh year of such arrangement, so that three years’ notice may be afforded to the Admiralty of such intention.

“5. That the liability of each colony towards this expenditure shall be estimated on the basis of population.

“6. That the Imperial Government shall build and furnish the vessels, the colonies providing a fund to recoup the expenditure of construction and allowance for depreciation, say, 5 per cent. on capital account, and paying the total annual cost of maintenance, salaries, and deferred pay.

“7. That the ships are to be equipped, officered, and manned by the Admiralty, and the officers and crews to be secured the same advantages as to rank, time of service, and promotion as if they were serving in Her Majesty’s ships in commission.

“8. That this force shall be absolutely in addition to that provided by the Imperial Government as to Australasian defence in the annual vote for Her Majesty’s navy.

“9. That the recommendations of the Admiral, contained in his circular dated 24th December, 1885, as to the number of vessels, their tonnage, displacement, rate of speed and armament, be adopted. According to that memorandum the colonies would have to provide for the construction of the class of ships known as ‘Archers’ a sum of £526,150; for the torpedo-vessels, £106,600—making a total in all of £632,750; and they would have to pay for the maintenance, provisions, wages, &c., cost of coal and stores, £142,653 per annum. This, irrespective of charges on account of docking and incidental expenses, which it is understood would not be considerable, is, as far as the means at our disposal will permit, a carefully-prepared estimate of expenditure.

"10. I shall not go into a consideration of the class of vessels suggested by His Excellency the Naval Commander-in-Chief, and which have been quite recently, as a valuable means of defence, adopted on the part of the Imperial Government. This adoption has taken place, partly from the necessity of protecting the Imperial Government herself; and, secondly, from the obligation of the Empire to protect her colonies. It seems to me that any distribution of any of her forces is a sign of weakness, and she will best preserve her supremacy by being enabled, as far as possible, to concentrate for purposes of defence her whole powers upon a single point, which might be far outside the waters of Australasia.

"11. Under all these circumstances I venture to suggest to the meeting the proposal that we should endeavour to confine our consideration of these questions within the limits which I have endeavoured to lay down.

"12. I wish it to be distinctly understood that, if it is found impossible or undesirable to agree in the main with the proposals of the Imperial Government and this country, we shall be happy, as far as is possible, to communicate and co-operate with those who are as deeply interested in the settlement of this question as we ourselves.

"13. I have thought it necessary to make these observations with the view of showing as generally as possible what I think might be received with favour on the part of the people of this country, and with the further object of eliciting that discussion which I trust will eventuate in a general agreement on the part of the leading Australasian Colonies as to the means of Imperial naval defence."

3. I shall now very briefly submit to His Excellency the proposal which, after much discussion and previous consultation with my colleagues, I feel myself justified in transmitting through His Excellency to the Imperial Government as to the course of action which I shall be prepared to submit for the approval of Parliament in connection with this matter. Of course the submission of the proposal to Parliament will depend upon how that proposal is received by the Imperial Government; for until its determination is conveyed to His Excellency it will be impossible to ask the assent of Parliament to a scheme which might or might not be sanctioned by the Imperial authorities.

4. On all grounds it was conceived that the equipment and manning of the defence force should be undertaken by the Imperial Government, and the entire cost of the equipment and annual maintenance of the force should be borne by the Australasian Colonies in proportion to their population.

5. It was also determined that it would be inexpedient for the colonies themselves to purchase and pay for the vessels to be employed in the defence, and that the more desirable course to pursue would be that the Imperial Government should provide the necessary vessels, and that the colonies should undertake to pay an annual contribution which would cover interest on the cost of the vessels provided, and a sufficient allowance for depreciation—not to exceed altogether, say, 5 per cent on capital account. This, I may point out, was a suggestion made by the Government of this country, and was the subject of much discussion.

6. I am not in a position to inform His Excellency that the view of this Government, as far as this particular portion of the matter is concerned, will be definitely adopted by the other colonies; but I think that on this subject there will be no difficulty in substantial agreement, though the form of the contribution may be different from that suggested.

7. It will be seen, therefore, that this arrangement would cast upon the colonies the responsibility of providing for the entire annual cost of maintenance, salaries, and deferred pay.

8. It was deemed necessary, in order to secure the same state of efficiency as exists in every other part of Her Majesty's navy, that the ships should be officered and manned by the Admiralty, in order to secure to the officers and crews the same advantages of promotion, rank, and service as they would enjoy if serving in any other part of the world.

9. In the statement which I made at the meeting, and which I have copied into this minute for His Excellency's information, I have stated the sum which the colonies would have to provide, according to the recommendations of the Admiral contained in his circular of the 24th December, 1885.

10. By a revised estimate, submitted by the Admiral, the original cost of the annual maintenance would be altered. The details of this were not in possession of the meeting, and will not be received here for some time, but substantially there will be a difference in the class of ships known as "Archers," on the five ships, in all £6,280 in excess of that estimate, and on the torpedo-vessels of £13,142 less than that estimate.

11. As it is desirable that in a memorandum of this kind, which practically embodies the terms of the contract upon which the Government is prepared to enter with the Imperial Government on this subject, to state with as much accuracy as is obtainable the estimated cost to be incurred by the colonies, I now proceed to furnish to His Excellency a statement of the figures drawn up at the meeting.

The entire cost of the annual maintenance would be	...	...	£149,338
The exchange of crews necessary to keep the ships in the highest state of efficiency would involve an annual charge of	...	...	3,000
			<hr/> £152,638
An allowance of (say) 5 per cent. on the capital cost of construction and to provide for depreciation, &c.	...	...	31,295
Making in all	...	...	<hr/>£183,933

I would wish His Excellency distinctly to understand that these figures are not to be considered as absolutely fixed, but are the nearest approach to an accurate statement of the anticipated liabilities of the colonies by means of the contemplated arrangement which can under the circumstances be obtained.

12. The sum of £183,933 would maintain the entire naval force on a war footing; but if it was deemed expedient during times of peace to have only three vessels of the "Archer" class in commission, a reduction on this expenditure would be affected by the sum of (say) £30,570, leaving the entire probable annual cost at the sum of £153,650.

13. Assuming the entire population of the Australian Colonies to be 3,300,000, and the entire population of this colony to be one million, the proportion of this expenditure on a peace footing to be borne by this colony would amount to about £50,000. In other words, while the cost of this increased naval defence for this colony would be only (say) 1s. per annum per head of the population of this country, the cost of the annual maintenance of the Imperial Navy to the British taxpayer is estimated to be about 7s. 6d. per head.

14. It was distinctly understood that this arrangement was to be entirely one in addition to the ordinary defence provided for the Australasian Colonies by the Imperial Government; in other words, that it was not to occasion in any way any diminution of the defence provided for in the annual vote for Her Majesty's navy.

15. With regard to that portion of the statement made by me to the meeting as to the exclusive employment within Australasian waters, in time of war, of the vessels obtained by the colonies, it was deemed desirable that their use and employment should be absolutely in the hands of the Naval Commander-in-Chief of the station; for it was pointed out that great injury might be inflicted upon the commerce of the colonies by vessels operating outside Australasian waters, and that such vessels might harass our commerce if the force provided by the colonies were limited in its operations in any way whatever. In the last memorandum on Colonial Naval Defences, by the Admiral, presented to the meeting, and dated the 24th April, the following paragraphs seem to me to justify the inexpediency of limiting the movements of the force in any manner whatever:—

"As a general principle, we come to this in each case of war: Wherever your enemy is, you must get as near him as possible if you would frustrate his designs; and the further you are from him the less likely you are to meet him, and the less able you are to hinder him.

"If the above is accepted, it will follow that any force that is localized, viz., one whose action is limited designedly for special purposes and to special seas, while it may be of the greatest value and its existence but a sequence to the general principles above sketched, it does not fall into place side by side with the main force, but is rather an adjunct to it, and a very important and necessary adjunct, as I shall now endeavour to show; for on my so doing depends whether, from a wide and national point of view, we are right in localizing a naval sea-going force at all."

16. I think I have now sufficiently informed His Excellency of the views entertained by this Government, and of the support which it feels itself entitled to expect at the hands of the other Australasian Colonies whose opinions have been expressed on this subject.

17. The early submission of the whole of the papers in connection with this matter to the Imperial Government, with an expression of their substantial agreement with the course proposed to be taken, would enable His Excellency's Advisers to take, without delay, the opinion of Parliament on a question so momentous, and with the main features of which there appears, happily, to exist a general agreement between the leading Colonies of Australasia. I may be permitted, on the part of His Excellency's Government, to express to His Excellency the very deep sense of obligation under which I feel the whole of the Australasian Colonies have been placed by the untiring exertions of His Excellency the Admiral to place before them the fullest particulars which he could furnish both as to the means of effecting the defence of the colonies and in bringing about a common understanding on a subject of such deep and universal interest.

P. A. JENNINGS,
Premier.

15th May, 1886.

No. 37.

The GOVERNOR of VICTORIA to the GOVERNOR of NEW ZEALAND.

SIR,—

Government House, Melbourne, 26th May, 1886.

I have the honour to transmit herewith a copy of a memorandum from my Government, which sets forth their views upon the subject of the proposed scheme of naval defence detailed in a circular letter dated 24th December last, addressed by Rear-Admiral Tryon to the Governors of the Australasian Colonies.

I have, &c.,

His Excellency Sir William Jervois, G.C.M.G., &c.

HENRY B. LOCH.

Enclosure.

(Memorandum.)

Premier's Office, Melbourne, 20th May, 1886.

THAT the naval squadron on the Australian station should be increased.

The following proposals of His Excellency Rear-Admiral Tryon are approved: The sub-paragraphs named hereunder of paragraph 5 in circular letter from Admiral to Governors, dated Auckland, 24th December, 1885—(a), (b), (c), (d), (f), (g), (h)—omitting wherever they occur the words "at the cost of the colonies"; the proposals in paragraph 7 as to the nature and number of vessels which should be provided; the proposal in the last sub-paragraph of paragraph 7; the proposals in paragraph 8, omitting the word "colonies" at the end of the paragraph, and inserting

the words "Imperial Government" in lieu thereof. In addition to these proposals, it is submitted—That the vessels agreed upon should be provided, furnished, and manned by the Imperial Government at its cost; that the colonies pay all costs of maintenance during the term of the agreement; maintenance to include such items as are mentioned in paragraph 7, and included in revised estimate in telegram from Admiralty of 25th April, 1886; the proportional payments by each colony to be based on population; a special Appropriation Act to be passed in each colony to provide for its annual contribution.

Attached will be found, for greater convenience, the proposals as altered and added to.

PROPOSALS AS AGREED TO.

(a.) That the purely local Naval Defence Force, which has already been created in several colonies at their own instance, shall remain much on the footing that has been already established.

(b.) That any sea-going vessels that may be provided, equipped, and maintained should be manned by the Admiralty, and be placed in every respect on the same status as are Her Majesty's vessels at present belonging to this station, including the condition that the officers and men should be changed from time to time, so as to secure, both as to officers and men, that the instruction given in naval establishments at Home, and also that the experience gained in the world at large, as now obtained from Her Majesty's fleet, may be enjoyed by all.

(c.) That the vessels provided should be retained within the limits of the Australasian seas.

(d.) That no reduction of the forces now on the station shall take place consequent on any addition which may now or hereafter be made to the force.

(f.) That an increased number of cadetships shall be given to the colonies.

(g.) That during a time of peace these vessels should be employed in the same way as are other vessels of war on this station.

(h.) That any arrangement made shall be for a period of years—ten has been suggested.

That the vessels to be provided under this arrangement be five vessels of the "Archer" class, and two fast sea-going torpedo-vessels. [NOTE.—It is understood that the "Archer" is a vessel of 1,630 tons displacement, will steam seventeen knots, and be armed with six 6in. breech-loading rifle-guns, and would also carry torpedoes. The recently-designed fast torpedo-boats have a displacement of 430 tons, steam nineteen knots, and would be armed with three tubes for Whitehead torpedoes, with one 3in. breech-loading rifle-gun, four quick-firing, and the three Por. and two machine-guns.]

That the crews of the vessels be changed every three years. [NOTE.—The Admiral estimates that this would involve an annual charge of £3,300; but he remarks that as probably only some of the "Archer" class vessels need be kept in commission, and the torpedo-vessels would probably be kept with reduced crews and be held in reserve, in such case the cost of maintenance would be greatly decreased.]

That the several colonies will continue to arrange for local defence; and that after joint consideration and decision as to any sea-going vessels of war they may desire to add to the squadron on the station, that such vessels should not be subject to any divided responsibility as to their movements within the Australasian waters; but that they, in common with the squadron on the station—of which, indeed, they would form a part—should be solely and entirely under one responsible head.

That should it not be the desire of the colonies to renew the arrangement now made, at the end of the named period (ten years), it should then come to an end, and the vessels become the property of the Imperial Government.

That the vessels agreed upon should be provided, furnished, and manned by the Imperial Government at its cost.

That the colonies pay all costs of maintenance during the term of the agreement. Maintenance to include such items as are mentioned in paragraph 7, and included in revised estimate in telegram from Admiralty of the 25th April, 1886.

The proportional payment by each colony to be based on population.

A special Appropriation Act to be passed in each colony to provide for its annual contribution.

ANNUAL COST OF MAINTENANCE.—Based on estimate given in telegram of 25th April, 1886, from Admiralty, London, to Admiral Tryon.

War Footing.

Maintenance expenses of five vessels of the "Archer" class, at £25,456	£127,280
Maintenance expenses of two torpedo-catchers, at £11,029 ...	22,058
Annual cost of triennial change of crews ...	3,300
	<hr/>
	£152,638

Peace Footing.

Maintenance expenses of three "Archers," at £25,456	£76,368
Maintenance expenses of one torpedo-vessel ...	11,029
Exchange of crews ...	1,800
	<hr/>
	£89,197

APPORTIONMENT AMONGST COLONIES.—On the basis of Estimated Population at end of Current Year (estimated by Government Statist).

Colony.	Population.	At £153,000, War-footing.	At £90,000, Peace-footing.
		£	£
New South Wales	1,030,000	44,925	26,347
Victoria	1,030,000	44,925	26,347
Queensland	344,000	15,166	8,792
South Australia	325,000	14,178	8,721
Western Australia	36,000	1,571	912
Tasmania	134,000	5,848	3,417
New Zealand	605,000	26,387	15,464
	...	153,000	90,000

FINANCIAL STATE OF THE CASE AS PROPOSED BY VICTORIA.

Contribution by Imperial Government.

To provide in the first instance the vessels referred to in the Admiral's memorandum £626,000
But as these vessels would belong to the Imperial Government, the real cost would be the loss by deterioration, which, if estimated at 5 per cent., would be (per annum) 31,300

The Contribution by the Colonies.

Maintenance on war-footing (per annum) £153,000
Maintenance on peace-footing (per annum) 90,000
D. GILLIES.
Premier.

No. 38.

The PREMIER, Victoria, to the PREMIER, New Zealand.

Premier's Office, Melbourne, 2nd June, 1886.

SIR,—
I have the honour to acknowledge the receipt of your letter of the 17th ultimo, stating the views of the New Zealand Government on the subject of colonial naval defences, and enclosing a copy of your memorandum to His Excellency the Governor of New Zealand, dated the 17th ultimo, relative to the question.

I beg to express my satisfaction at observing that the views of your Government in this matter are in accord with those of this Government as well as those of the Government of Tasmania.

I have, &c.,
D. GILLIES,
Premier.

The Hon. the Premier, Wellington.

No. 39.

Admiral TRYON to the GOVERNOR, New Zealand.

"Nelson," at Sydney, 6th June, 1886.

SIR,—
I have been given to understand that His Excellency Sir Henry Loch has forwarded to your Excellency memoranda by Mr. Gillies dated the 20th and 25th May, 1886.

With reference to certain points in those papers which seemed to me possibly not to be clear to casual readers, I have ascertained that the proposal of Victoria is that the Imperial Government at its cost should provide the vessels, and that the colonies should bear the entire charge for maintenance of the ships so provided, both as to those in actual commission and to those placed in reserve.

I need hardly observe to your Excellency that this proposal contains a departure from the principle, which I understood had received much favour, that any force added at the instance of the colonies should be entirely and in every respect additional to the force provided annually for general purposes by the vote obtained in London. The proposal suggests that in addition to the sum now appropriated annually to provide the present squadron, a still further sum should be taken from the general vote to assist in providing a special force for service in these seas, thereby and to that extent diminishing the sum available to provide a fleet that would have to bear the first brunt in a war, and whose services would be directed to prevent the extension of the area over which a war would be directly felt.

I enclose a copy of a letter I addressed to Sir Henry Loch on the 28th May, 1886.

I have, &c.,
G. TRYON,
Rear-Admiral and Commander-in-Chief.

His Excellency Lieut.-General Sir W. F. Drummond Jervois, R.E., G.C.M.G., C.B., &c.,
Governor and Commander-in-Chief, New Zealand.

Enclosure.

Admiral TRYON to His Excellency the GOVERNOR of VICTORIA, 28th May, 1886, in reference to Memoranda by the Hon. D. GILLIES, Premier of Victoria, bearing dates 20th and 25th May, 1886.

SIR,—

H.M.S. "Nelson," at Sydney, 28th May, 1886.

When acknowledging the receipt of your Excellency's letter of the 26th instant, with enclosures, I cannot refrain from making a few observations.

2. It will not have escaped your Excellency's notice that Mr. Gillies, in his memorandum of the 25th May, 1886, in paragraph 4, encourages the desire for "united action" on the part of the several colonies, but in the concluding words it is expressed "that any increase to the present insufficient naval squadron should be solely at the cost of the colonies, appears to Mr. Gillies to be quite unreasonable, and it is certainly one that has never before been put forward." This is not, apparently, quite a clear exposition of the case as is shown in the correspondence that was placed before the meeting on board H.M.S. "Nelson," and which I already have had the honour of transmitting to your Excellency.

3. In the memorandum of the 27th March, 1885, as well as in other papers, it was expressly laid down that the cost of such an addition to the sea-going squadron as is contemplated on this station, made at the instance of the colonies, should be borne by them. So far as my recollection serves, the principle of sharing the cost of such localized vessels between the Imperial and Colonial Governments was first made by New Zealand, and the proposal then made would have imposed a heavier charge on the Government of that colony than the scheme I had the honour, by direction, to submit, and which is now under consideration, while it would, if carried out, have been far less effective.

4. When the memorandum of the 27th March, 1885, was read by the then Government of Victoria not a word was said as to the unfairness of the proposal. On the contrary, I was present, and the impression made on my mind was that, while it was not formally considered or replied to, and while no decision could then be given on it, it met with a general acquiescence in principle.

5. In justice to myself as a responsible professional officer charged with the guarding of these seas, I must assert that, from my point of view, there is nothing that is not fair in my memoranda. What is therein put forward I advocate in what is sometimes called Australasian, as well as in Imperial interests—personally I fail to see the difference: there is but one interest—the maintenance of the Empire and the nation.

6. I quite recognize, I trust, that while many may concur that a great object such as the one at present under consideration should and ought to be effected, there will be many opinions as to how the subject should be approached, and still more as to the most proper way of obtaining a practical conclusion.

7. In this instance the difference of opinion appears to be as to which section of the nation should bear the cost.

8. In paragraph 4 of Mr. Gillies's memorandum is expressed the desire to "secure united action," he also refers to the present (in his opinion) insufficient naval squadron. On the latter point I endeavoured to prove this not to be so in my memorandum of the 24th April, 1886; and still further to show that, in the very interests of Australasia, with which it has not only been my pleasure but my obvious duty to identify myself, that it would be unwise to increase to any considerable extent this squadron at the cost of the fleet of the nation, whose mission it is to maintain wide world interests, and maintained as it is solely at the cost of the taxpayer at Home.

9. In paragraph 5 allusion is made to the Sydney Conference of 1881, and a communication made by the Secretary of State on a resolution that was affirmed at that conference is quoted. I note that the subject does not appear to have been discussed at that conference from any general, national, or naval point of view, but is very briefly dealt with in a space that would occupy one page of the Blue Book, and terminates with a resolution, though it does not appear that any evidence was taken or estimate framed, nor is it clear that it was discussed so fully as to elucidate the points involved.

10. I endeavoured to show, in my memorandum of the 24th April, 1886, that the squadron on this station has already been increased. The actual cost of the provision and maintenance of ships is but a part after all of the entire cost. The works undertaken on Spectacle Island, on Garden Island, and at Woolloomooloo, now in actual progress, largely increase not only the present and permanent expenditure on naval account, but also the resources of the station to meet a time of emergency. The increased expenditure on the defences of dépôts on the lines of trade are of great national importance. These are but some of the points on which the Imperial Government has shown practically its determination to defend the Empire in all parts of the world, and notably in Australasia, happen what may; and there is not one word that has been written or uttered to show that the Imperial Government does not recognize its responsibility, and—nay more, it has, as I have stated, practically shown its determination to bear the responsibility it has borne through all times.

11. The origin of the subject at present under consideration is within these great colonies, and it is a proud thing to feel it is so. The Admiralty have intrusted me with the direction of negotiations to endeavour to secure united action, and to express their earnest appreciation of the proffered co-operation. The final figures giving the financial state of the case, as proposed by Victoria in the memorandum of the 20th May, 1886, practically puts forward a counter proposal to anything yet heard of—viz., that the Colonial Governments should, when the ships are on a peace footing—viz., under all ordinary and normal conditions, contribute £90,000 a year, and that the taxpayer at Home should contribute £31,300. Nothing is said of the necessary charges involved and above referred to, and it is assumed that the deterioration of the vessels would be 5 per cent. per annum. It is not so necessary to refer to a time of war, for it is recognized that there would at such times be

no question of money, as it is contrary to a first principle to starve a war, and the best plan is at any cost to conduct it to an end.

12. What is contemplated in the peace footing—to be effected by £90,000—is not quite clear. The great majority of the crews would necessarily be continuous-service men, as are all other crews of Her Majesty's ships, and would be receiving pay anyhow; and if the crews of ships were placed in reserve when a change is made from a war to a peace footing, are sent Home, and are maintained additional to those voted annually in London, a still further charge would be put on the shoulders of the British taxpayer; but what is desired—viz., the placing of some of the vessels in reserve, can doubtless be arranged for without difficulty. It is to be noted that £63,000—the difference between ships when on the peace or war-footing—must be mainly obtained by reduction of crews, and not to a considerable extent by the decreased cost of maintenance in other respects, as this item is much less than the first mentioned.

13. I shall be glad to know if the maintenance of the ships while in reserve should not be included in the estimate, observing that I presume it would be the desire that the complements should be so decreased as to leave sufficient experts on board to maintain the ships ready for service, say at fourteen days' notice; that they should be taken to sea once a quarter to secure the efficiency of their maintenance.

14. I have endeavoured to show that the Imperial Government has at all times borne its task; that recently, and quite irrespective of the present question, it has largely increased its expenditure on colonial defences up to the very ends of the earth; and I submit, for the consideration of your Excellency and your Government, whether they wish me to transmit to England a proposal which would place the charge of this addition to the Australian squadron to so considerable an extent on the British taxpayer at Home and affect the fleet at large, as I have endeavoured to show; and whether, in their opinion, it is in the interests of Australasia to adhere in its entirety to the present proposal.

15. I need hardly say that I was in hopes that a concurrent opinion expressed by at least three great colonies, which was at an earlier date endorsed, in anticipation, by Tasmania, might be expected; and whatever that opinion was, it was sure to command earnest attention and a frank response, whatever might be the ultimate result.

16. I propose to delay my departure from Sydney for a short time in case I can be of service; and I shall be happy to come to Melbourne, if by so doing it is considered I can assist in obtaining a solution of the question, or if it will promote that united action which is so much desired.

17. I enclose an abstract of the naval estimates for 1886–87, which will give some idea of the distribution of naval expenditure and of charges incidental to the possession of a navy, which may be of interest to your Ministers.

18. This letter does not refer to the points alluded to in my previous letter as to "manning," to which also I wait a reply.

I have, &c.,

G. TRYON,

Rear-Admiral and Commander-in-Chief.

Votes.		Abstract of Navy Estimates for 1886-87.	Estimates.
			Gross Estimates.
I.--NUMBERS.			
A	Total number of officers, seamen, boys, Coastguard, and Royal Marines.		
II.—EFFECTIVE SERVICES.			
			£
1	Wages, &c., of seamen and marines	... ..	3,021,635
2	Victuals and clothing for seamen and marines	... ..	1,233,300
3	Admiralty Office.....	... ..	207,920
4	Coastguard Service and Royal Naval Reserves, &c.	... ..	207,667
5	Scientific branch	... ..	134,638
6	Dockyards and naval yards at Home and abroad	... ..	1,730,317
7	Victualling yards at Home and abroad	... ..	70,760
8	Medical establishments at Home and abroad	... ..	67,060
9	Marine divisions	... ..	21,734
10	Naval stores for building and repairing the fleet, &c., machinery and ships, built by contract:—		
	Section I.—Naval stores	... ..	1,356,000
	Section II.—Machinery and ships built by contract, &c.	... ..	2,371,300
11	New works, buildings, yard machinery and repairs	... ..	630,653
12	Medicines and medical stores, &c.	... ..	81,560
13	Martial law, &c.	... ..	9,400
14	Miscellaneous services	... ..	140,760
			£11,284,704

Votes.	Abstract of Navy Estimates for 1886-87.	Estimates.
		Gross Estimates.
	III.—NON-EFFECTIVE SERVICES.	
15	Half-pay, reserved half-pay, and retired pay to officers of the navy, and marines	812,950
16	Military and civil pensions and allowances :—	
	Section I.—Military pensions and allowances	905,871
	Section II.—Civil pensions and allowances... ..	333,801
		£2,052,622
	Total for the naval service	£13,337,326
	IV.—EXTRA ESTIMATE FOR SERVICES NOT NAVAL.	
17	Freight, &c., for the army (conveyance of troops)	313,300
	Balances written off as irrecoverable in 1884-85 ... ..	...
	Grand total	£13,650,626

Admiralty, 8th March, 1886.

RIPON.

A. H. HOSKINS.

No. 40.

The GOVERNOR of TASMANIA to the GOVERNOR of NEW ZEALAND.

Sir,—

Government House, Hobart, 26th June, 1886.

With reference to correspondence which has passed between the several Australasian Colonies and the Naval Commander-in-Chief on the subject of naval defence in connection with Rear-Admiral Tryon's circular letter to Governors of the 24th December, 1885, I have the honour to forward to you copies of a memorandum addressed to me by Mr. Adye Douglas, the late Premier of this colony, upon the 1st of March, and of a memorandum by the present Premier dated the 24th instant.

I have, &c.,

G. W. STRAHAN.

Major-General Sir William F. D. Jervois, G.C.M.G., C.B., &c., Wellington.

Enclosure 1.

MEMORANDUM for His Excellency the GOVERNOR.

Premier's Office, Hobart, 1st March, 1886.

THE Premier has the honour to return herewith the communication which Rear-Admiral Tryon addressed to your Excellency on the 24th December last in common with the Governors of the other Australasian Colonies, on the subject of the naval defences in these seas.

Your Excellency's Advisers have given this important matter their careful consideration. Those portions of the despatch referred to which appear to call for special mention are the subsections (a.), (b.), (c.), (d.), (e.) (f.), (g.), and (h.) of paragraph 5.

(a.) Ministers concur in Admiral Tryon's suggestion that the Local Naval Defence Force shall remain on the same footing as at present.

(b.) Ministers are of the opinion that any sea-going vessels that may be provided, equipped, or maintained at the cost of the colonies should be officered and manned by the Admiralty, this being apparently the only satisfactory way of dealing with a colonial naval force.

(c.) Ministers consider that any vessels provided at the cost of the colonies should be retained within the limits of the Australasian seas.

(d.) Ministers concur in the terms of this subsection, that no reduction of Her Majesty's naval forces now on this station shall take place consequent on the addition of any force made at the cost of the colonies.

(e.) With reference to the entire cost of the vessels of which the Australasian fleet would be composed being borne by the colonies, Ministers cannot concur. It is their opinion that the colonies generally would prefer that the original cost of ships and their equipment should be defrayed by the Imperial Government; that each colony should pay its fair share in proportion to population of the interest on this outlay, together with an amount sufficient to cover a sinking fund, which would pay for replacing such vessels and for other necessary expenditure.

This method would enable the Imperial Government to give to the colonies the most modern and effective description of vessels and armament, while, at the same time, the colonies would furnish the ways and means for so doing.

(f.), (g.), and (h.) Ministers fully concur in the terms of these subsections as to an increased number of cadetships for the colonies, the employment of vessels during times of peace, and the term of years for which an arrangement of this nature should be made.

As the Lords Commissioners of the Admiralty are prepared to enter into such a scheme, it appears to Ministers that the difference of opinion which they express with regard to subsection (e.) need not prevent a satisfactory arrangement being arrived at beneficial alike to the Mother-country and the colonies.

As to the nature of the defences, and the class of vessels to be employed for the colonial service, your Ministers are of opinion that these are matters which, like the question of command, must be left to the Imperial naval authorities to determine.

Having expressed our views on the points suggested, the question arises as to the expense of the maintenance of this Defence Force, and in considering this it is necessary to take into consideration the cost of defences for Thursday Island and King George's Sound.

Assuming that the colonies have to pay according to population, the proportion to be borne by this colony will be about £7,000 a year.

Already the local defences cost about £20,000 a year, and this sum must be annually increased, although probably not to any considerable amount, in completing the fortifications, &c. Your Excellency's Advisers doubt very much if Parliament would sanction so large an outlay; but if the other Australasian Colonies concur in the proposal, Ministers will be prepared to consider the question of bringing the subject practically before Parliament.

ADYE DOUGLAS.

Enclosure 2.

MEMORANDUM for His Excellency the GOVERNOR.

Premier's Office, Hobart, 24th June, 1886.

IN returning Admiral Tryon's despatches of the 3rd and 18th May and the 6th June last, relative to the question of Intercolonial Naval Defence, the Premier has the honour to inform your Excellency that this Government see no reason to alter their views as expressed in Mr. Douglas's memorandum of the 1st March, in which they concurred with the general scheme as detailed by Admiral Tryon in his circular despatch of the 24th December, 1885, differing, however, from his proposition concerning the payment of the original cost of the ships, and stating their opinion that such vessels as may be agreed upon as necessary for the formation of an Australasian navy, in addition to Her Majesty's squadron on this station, should be provided and equipped at the cost of the Imperial Government, the colonies each "to pay its fair share, in proportion to population, of the interest on this outlay, together with an amount sufficient to cover a sinking fund which would pay for replacing such vessels and for other necessary expenditure," it being understood that any annual payments for interest on the original outlay, and for a sinking fund combined, should not amount to more than 5 per cent. on the first cost of the vessels, as intimated by the Premier of New South Wales in his memorandum dated the 15th May.

Believing that these views are in accord with those now entertained by the Admiral, Ministers will be prepared, if they are assented to by the other Australasian Colonies and receive the sanction of the Imperial Government, to consider the question and bring the subject practically before Parliament.

J. W. AGNEW.

No. 41.

The SECRETARY of STATE to Governor Sir W. F. D. JERVOIS, G.C.M.G., C.B.

SIR,—

Downing Street, 22nd July, 1886.

The Lords Commissioners of the Admiralty have received and have forwarded to this department a communication, with enclosures, from the Naval Commander-in-Chief on the Australian station explaining the result of the meeting of the Premiers of New South Wales, Queensland, and Victoria on board H.M.S. "Nelson," at Sydney, for the purpose of discussing the question of naval defence.

This is a matter in which, as you are aware, successive Governments in this country have taken a deep interest, and upon which they have been endeavouring for some time past to come to some understanding with the Governments of the Australasian Colonies.

In a circular despatch dated the 19th of June, 1885, marked "secret," the Earl of Derby, then Secretary of State for the Colonies, communicated to the Governors of those colonies a scheme for naval defence which had been prepared by Admiral Sir Cooper Key, at that time the senior naval Lord of the Admiralty.

This scheme, however, was not proceeded with, the Board of Admiralty which had shortly afterwards succeeded that of the former Administration desiring some modification of the scheme prepared by their predecessors. This revised scheme, prepared in September of last year, was communicated by the Lords Commissioners of the Admiralty to the Admiral on the station, who was instructed to negotiate direct with the Governors and Colonial Governments upon the subject of it; and the Governor of Victoria was informed by Colonel (now Sir Frederick) Stanley that Her Majesty's Government considered it advisable that the Governors should endeavour to arrange a meeting of the Premiers of the colonies and of such Governors as might be able to attend, to discuss the matter with the Admiral. The Governor of Victoria accordingly placed himself in communication with the Governors of the other colonies, and in a telegram dated the 2nd of March last, he informed me that he had reason to believe that the Governors and Prime Ministers of Victoria, New Zealand, Queensland, Tasmania, and South Australia would meet the Admiral at Melbourne at the end of that month. The Governor of Western Australia would also have attended the meeting on instructions from the Secretary of State, but the Government of New South Wales decided not to take part in the proposed conference. They, however, offered their cordial support to the united action of the Imperial and Colonial Governments for the purpose of strengthening naval defence.

This was the position of affairs in the month of March last; but shortly afterwards the New Zealand Government decided not to send a representative to the proposed meeting, and, in the absence of delegates from New South Wales and New Zealand, the Governments of Queensland and South Australia thought it of doubtful expediency that the meeting should be held, and decided also not to send representatives. The proposed meeting thus unfortunately did not take place.

In the meantime the Admiral on the station had communicated to the Governors of the Australian Colonies and New Zealand, in a letter dated the 24th of December, 1885, of which a copy accompanies this despatch, the substance of the revised scheme for naval defence prepared by the Admiralty. This letter would have formed the basis for the consideration of the question at the proposed conference at Melbourne. When it became known that the Government of New South Wales had decided not to take part in the proposed conference at Melbourne, the Admiral was instructed by Her Majesty's Government to endeavour to ascertain their views separately, and on that conference falling through, as shown above, he was fortunately able to make arrangements for a meeting of representatives of New South Wales, Victoria, and Queensland, to consider the subject informally with him at Sydney; and it is the result of that meeting which he has lately reported to the Lords Commissioners of the Admiralty.

From the Admiral's report it appears that replies to his letter of the 24th of December, 1885, were received from all the colonies not represented at the meeting, except South Australia, and that of the colonies represented a concurrence in his proposals was obtained from the Premiers of New South Wales and Queensland, who were prepared to bring before their respective Parliaments the necessary measures to carry them into effect.

The replies received by the Admiral from the colonies not represented at this meeting are enclosed for convenience of reference; and, as regards the position taken by the Government of Victoria, Her Majesty's Government have lately received from the Governor the views of his Ministers upon the proposal, to which a reply will be made in due course.

It has afforded Her Majesty's Government great pleasure to learn that the Premiers of New South Wales and Queensland were able to agree to the scheme which the Admiral was instructed to propose, and they trust that it may be adopted by the Legislature of those colonies, and that the further consideration of the scheme by the Governments of the other colonies concerned may ultimately lead to its general adoption.

It is a matter of much personal gratification to me that these important negotiations, which were initiated by the Earl of Derby and carried on by his successor, Sir F. Stanley, should have reached during my administration of this office a stage which gives substantial ground for the expectation that an efficient and satisfactory system of naval defence for the Australian Colonies will shortly be perfected.

I have, &c.,

Governor Sir W. F. D. Jervois, G.C.M.G., C.B., &c.

GRANVILLE.

No. 42.

MINISTERS to the GOVERNOR.

(Memorandum for His Excellency.)

THE Premier has the honour to return to His Excellency Admiral Tryon's letter of the 6th No. 39. June last. The matter would have been dealt with earlier had it not been for the sitting of Parliament.

2. Ministers on the 27th March last stated their views in reference to any contribution by New Zealand towards the proposed increase of strength of naval defences in these seas, and in their memorandum they stated their belief that the Parliament of the colony would be willing to contribute an annual payment of, say, £20,000, to be expended in strengthening the naval defences of New Zealand. They recognized that in time of war the extra ships provided would be at the absolute disposal of the Admiral of the station, to be placed by him in such positions as he might think most suitable for the defence of the shipping and the different ports, but Ministers thought that in time of peace some port in the colony should be established as the headquarters of at least two vessels of the fleet. They stated that if this condition were acceded to they would recommend Parliament to make provision for ten years. They named the sum referred to, believing that, with a small contribution from Fiji, it would be sufficient to maintain two vessels of the kind Admiral Tryon had recommended. In a letter from the Admiral, dated the 28th April last, it was shown No. 30. that this sum would be insufficient to maintain two vessels of the class referred to, and in a memorandum from Ministers of the 17th May, in reply, they pointed out that they desired this sum of No. 34. £20,000 to be looked upon simply as a contribution of this colony towards the cost of the proposed additional squadron. Since then His Excellency has forwarded the letter from the Admiral, dated 6th instant, enclosing one addressed to His Excellency the Governor of Victoria, dated the 28th No. 39. May. This letter to the Governor replies to a memorandum of the Hon. the Premier of Victoria, dated the 20th May last, which is also before Ministers.

No. 37.

3. After further consideration of the whole question, Ministers feel unable to dispense with the condition respecting a port in New Zealand becoming the established headquarters of a section of the squadron in time of peace. If it can be shown to Ministers that the cost on a peace-footing would be increased beyond what they had estimated in a former memorandum, they would be prepared to ask for a moderate increase on the sum of £20,000.

4. It appears, however, from the Admiral's letter to the Governor of Victoria that he raises the whole question as to the position of the colonies in reference to naval defence; and he does not merely ask the colonies to defend themselves in case of war, but he asks also that they should give a contribution towards the general expenses of the fleet of the Empire. In fact, there is involved in this question of naval defence the relationship of the colonies with the Mother-country. So long as

the matter was merely confined to an increase of the squadron for Australian or New Zealand purposes—the Admiral asking for contributions from those colonies likely to be benefited—the subject was one practically of local defence; and, though Ministers saw that there was necessarily involved in the question of naval defence one of wider aspect, they hesitated to raise the question. They believed that it was around this question of naval defence that wider views of the Empire would grow, and they felt that a subject so vast and important required time to develop.

5. It is plain from Admiral Tryon's letter that he feels there is something more involved, and Ministers do not think that the Australasian Colonies can be expected to aid in the general defence of the Empire unless there is a contribution for this purpose from all the British possessions, based on population and wealth, trade, or area, or on a consideration of all these different matters, or on one or more of them. Were all parts of the Empire to be asked to contribute proportionately to defence purposes, then it would be right that these colonies should not be behind the rest of the British possessions; and Ministers doubt if it would be desirable to consider the question in a piecemeal manner. All of the British possessions must be consulted, and some general rule laid down. How is this to be done? It will have to be a subject for prolonged negotiation between the Imperial Government and the Governments of the various parts of the Empire, and some scheme ought to be drawn up by the Imperial Government to submit to the several colonies and other possessions for consideration.

6. Ministers need not point out that this will necessarily involve a large question, and one that has always been considered by the English race, namely, how far can taxation be expected from a people until they have some voice in its disposal: for example, if the colonies are to contribute to the naval defence of the Empire, the colonies ought to have a voice in the matter of general expenditure, and also in saying when the Empire is to go to war. The question of the closer relationship of the various portions of the Empire is causing some agitation in the minds of many of Her Majesty's subjects. The existence of federation leagues, and the attention paid to them, are evidence of the desire for some form of unity different from what now exists, and the binding together of those of Her Majesty's subjects living far away from the Mother-country into closer relationship with the Imperial Government.

7. Ministers do not think that the time is ripe for any different form of Government or bond of unity than now exists. They only wish to point out that this question must be looked at in considering naval defence, and they do not even suggest what steps might best be taken to bring the matter prominently before the English people. It is apparent to them that, were the Empire united in a more general and stronger form—different from what now exists—the United Kingdom would be a much greater Power among the nations of the world, and assume a position more akin to the United States than to that of any of the European Powers. It would be so large, its interests so diverse, and its care of European politics so much lessened, that it could stand aloof from European wars and European struggles. Might this not come to be its future? And, were this position once assumed, there might arise a much closer bond of intimacy, if not of union, between Imperial interests and those of the United States than has ever existed since the unfortunate days of their separation.

8. It may be said that the Admiralty do not desire to raise this wider question, and what they wish to see done is that the Australasian Colonies should contribute towards the expense of an additional squadron for Australasian protection. It is apparent to Ministers, however, from the correspondence and memoranda that have been exchanged between the Admiral, the Governors, and the Premiers of the various colonies, that there is little chance of a settlement on such local lines, and that necessarily this wider question to which they have made reference must be considered. Ministers would urge His Excellency to transmit a copy of this memorandum to the Admiral and to the Secretary of State to the Colonies, and they hope that it may evoke a discussion and perhaps suggestions as to how this wider question may be approached, discussed, and considered.

9. The Hon. the Colonial Treasurer has written a memorandum from the Treasury point of view, which is forwarded herewith.

Wellington, 1st September, 1886.

ROBERT STOUT.

Enclosure.

MEMORANDUM by the COLONIAL TREASURER on the Naval Defence Proposals of His Excellency Admiral Tryon.

THE various proposals made by Admiral Tryon in relation to naval defence, and the arguments by which he enforces them, have impressed on the mind of the Colonial Treasurer the conviction that the question has passed into one of urgent financial and political moment to New Zealand and the neighbouring colonies.

2. Commencing at a time when war was threatened, the subject seemed to involve only the consideration of what aid the colonies were prepared to lend the Mother-country during active hostilities.

3. It then gradually assumed the aspect of whether the Australasian Colonies would unitedly make arrangements for providing a large addition to the fleet on the station. As the negotiations have proceeded, the Admiral has virtually admitted that the present fleet is insufficient on a peace-as well as on a war-footing. He has also, whilst urging local contributions, made it abundantly clear that the defence of Australasia can only in part be localized, and that on the whole it must be regarded in connection with defences and operations thousands of miles distant.

4. The Government of New Zealand were disposed to deal with the subject from a local point of view only. They said, in effect, that the colony suffered from the want of the presence of Her Majesty's ships, and that if war broke out New Zealand was marked as an inviting spot for the

operations of cruisers. They therefore were willing to recommend to Parliament an annual contribution of £20,000 if two ships of war were permanently assigned to a separate station, which would include New Zealand, Fiji, and some of the Eastern Islands.

5. The Admiral has shown no inclination to respond to the proposal. On the contrary, he has more and more made it evident that he is aiming at the Australasian Colonies assuming a liability to contribute towards the cost of the naval defence of the Empire.

6. The marked manner in which the Admiral constantly emphasises the influence of defence operations on widely-scattered portions of the Queen's dominions, and the admitted inadequacy of the present Australasian fleet, leave no doubt as to the Admiral's proposals possessing an organic bearing on the whole subject of the relation of the various portions of the Empire.

7. The question has thus passed beyond the limits of temporary and local adjustment. Two broad issues are now presented: The first, whether the Governments of the Australasian Colonies can acquiesce in Her Majesty's Government confessedly leaving that portion of the Empire insufficiently protected, and using the fact as a means of negotiating with them for a pecuniary contribution. The second, whether this group of colonies should consent to contribute to the cost of the naval forces; and, if so, on what terms?

8. The Treasurer is quite unable to agree that the Australasian Colonies should be left without an adequate fleet. The supply of such a fleet, irrespective of pecuniary contribution, seems to him a fundamental duty.

9. Most cordially, however, the Treasurer agrees that the Australasian Colonies should contribute to the cost of the naval forces of the Empire, but only in common with other portions of Her Majesty's dominions, and he has held that opinion for many years. He is entirely unable to see why the principle should be only partially applied, and he is also unable to agree that contributing to the cost of the defences should fail to carry with it a share of control over the expenditure.

10. The Mother-country, India, the Constitutional colonies, and the Crown colonies should, he ventures to think, all contribute on an established basis, and should have a fairly proportionate representation in a Federal Parliament. As to the basis of contribution, it should, he considers, depend on the threefold conditions of population, property, and trade, and be subject to periodical adjustment.

11. Under such a participating arrangement the naval forces should be maintained on such an irresistible footing as to practically render the Greater Britain thus constituted indifferent to the complications and dissensions of Foreign Powers. Trade-relations and population-distribution would probably take the same national form, and the cost of the naval forces be abundantly compensated to all parts of the Empire.

12. Without further pursuing the speculative portion of the subject, the Treasurer is of opinion that, while the colony may temporarily agree to the contribution already proposed, in consideration of the location of two men of war, it should not commit itself to any wider arrangement, which is not equally applied to all parts of the Empire.

13. The Treasurer suggests that this memorandum should be sent to the Governor for transmission to the Secretary of State for the Colonies, with a statement of how far it embraces the opinions of other members of the Cabinet. Whilst a copy of it might be submitted to the Admiral, it would be well to deal with his late communication by a separate memorandum.

1st September, 1886.

JULIUS VOGEL.

No. 43.

Rear-Admiral TRYON to the GOVERNOR of NEW ZEALAND.

SIR,—

"Nelson," at Sydney, 23rd September, 1886.

When acknowledging the receipt of your Excellency's letters of the 10th September, 1886 Not printed.
—the first accompanied by a memorandum from your Excellency's Premier, and the second by one No. 42.
from the Colonial Treasurer—I beg your Excellency to accept an expression from me in a sense of grateful appreciation for the consideration that has been bestowed by your Ministers on the letters to which they refer.

2. While some of those letters have touched on subjects beyond their immediate object—viz., the increase of naval forces in these seas, as is evinced by the fact that the summary of all proposals contains the condition that any increase of the naval forces made in the way proposed would be retained in Australasian waters. Still, I thought it was not without force to point out how vessels provided under the scheme might well work in unison with the fleet of the nation, and how the power of any force was increased by the fact of its being part of an harmonious whole; also, to point out some of the links connecting one part of the naval forces of the nation with other parts; and I attempted briefly to do so, and that mainly in reply to questions that have been put to me. I thus found myself tempted to travel a little beyond the immediate object of those letters.

3. The far wider fields now opened with noble aspirations by your Excellency's Ministers are beyond my province. My knowledge is limited to a general acquaintance with facts connected with the actual existing naval and military forces of the Empire.

4. The united action of the whole Empire for naval defence purposes, with the varying conditions of the several parts, is too vast a subject for me; to have tried to touch on it would, I thought, have probably cumbered the immediate object of my task.

5. When casually glancing at the question some time back, and referring to the colonies in these seas, to Canada, and to India, I found that, as to India exclusive of European troops, there were but ninety thousand British-born subjects there. The condition of India demands the existence of an army of 190,000 men, a great portion of which is available for service anywhere. India possesses a flotilla and pays a subsidy towards the maintenance of the naval force on the station.

6. Canada is divided into twelve military districts with a brigade staff in each; the enrolled Militia has a strength of 37,000 of all arms, besides a very large Militia Reserve; it has an excellent military college and six military schools.

7. Australasia is exceptionally favoured (the native element so far as it could affect a foreign war may be disregarded) in the possession of a nationally harmonious population. There is no frontier save the sea beach: whoever comes or goes must travel long miles over the sea. The sea must be the first line of defence.

8. If other possessions and colonies are taken one by one, it will be found that their general conditions greatly vary. For instance, the Cape has to bear exceptional responsibilities; and in the West Indies, and in other tropical islands where our race does not multiply as in lands more favourable to their physical wellbeing, the coloured race is by far the most numerous. Some countries, to "hold their own," seem to require a comparatively large military force and some a comparatively large naval force.

9. While your Excellency's Ministers propose as a first step to take a share in the defence of the adjacent seas, the memoranda shadow forth the far wider views that are clearly reflected therein, and I will hasten to forward them to the Lords Commissioners of the Admiralty.

I have, &c.,

G. TRYON,

Rear-Admiral and Commander-in-Chief.

His Excellency Lieut.-General Sir W. F. Drummond Jervois, R.E., G.C.M.G., C.B., &c.,
Governor and Commander-in-Chief, New Zealand.

A STATEMENT enclosed with Letter, dated the 23rd September, 1886, from Admiral Tryon to His Excellency the Governor of New Zealand. (The figures are used to illustrate, and are given in round numbers):—

Place.	Population.	Revenue.	Exports.	Imports.	Debt.
	£	£	£	£	£
Australian Colonies (including New Zealand)	3,250,000	24,000,000	54,000,000	64,000,000	140,000,000
British India	200,000,000	72,000,000	85,000,000	67,000,000	161,300,000
Canada	4,500,000	19,000,000	91,000,000	116,000,000	49,000,000

G. TRYON,

Rear-Admiral and Commander-in-Chief.

No. 44.

The PREMIER, Queensland, to the PREMIER, New Zealand.

(Telegram).

I SUGGEST that each of the Australasian Governments should request Governor to telegraph to Secretary of State asking whether, in view of threatened European complications and of the delay likely to arise in giving effect to Admiral Tryon's proposals, the Imperial Government can take any steps to strengthen Australian Squadron. Gillies concurs.

Brisbane, 21st October, 1886.

S. W. GRIFFITH.

No. 45.

The PREMIER, New Zealand, to the PREMIER, Queensland.

(Telegram).

REPLY your telegram twenty-first. We have not fallen in with Admiral Tryon's proposals, see our memorandum. We think question contribution colonies large one, and should apply to all possessions of Empire, not to this group alone. We are decidedly of opinion that Australasian fleet is insufficient and should be strengthened, and you are at liberty to state such is view of this Government.

Wellington, 26th October, 1886.

ROBERT STOUT.

No. 46.

MINISTERS to the GOVERNOR.

(Memorandum for His Excellency the Governor.)

12th November, 1886.

THE Premier has the honour to submit to His Excellency a memorandum addressed by the Hon. Sir George Whitmore, the head of the Defence Department, to the Hon. the Minister of Defence regarding the suitability of some ports in the colony as coaling-stations for ships of Her Majesty's fleet.

It is, perhaps, unnecessary to add anything to what is stated in Sir George Whitmore's memorandum. It might, however, be pointed out that the value of kauri timber in shipbuilding can hardly be exaggerated.

All articles that are necessary for the equipment of the fleet can be obtained in New Zealand, and at reasonable prices. So far as food is concerned, supplies can be obtained at a cheaper rate than in any of the colonial ports visited by Her Majesty's ships. New Zealand is now exporting food supplies to many of the other colonies.

The Premier would respectfully suggest that the memorandum of the Hon. Sir George Whitmore might be brought before the notice of the Admiralty through the Right Hon. the Secretary of State for the Colonies.

ROBERT STOUT.

Enclosure.

MEMORANDUM for Hon. Mr. BALLANCE.

THE value of Auckland as a coaling-station for Her Majesty's fleet is greatly enhanced by the fact that of all our harbours it is the one most strongly defended. It has also the coal harbour of Russell at no great distance, where Her Majesty's vessels can procure coal cheaply, as the freight would be saved. At all times Auckland would be able to supply any quantity of imported coal, for storage of which it has ample facilities now. Moreover, as Auckland is a large city, and has an immense dock, large enough to accommodate the "Nelson," men-of-war could depend upon repairing and refitting in safety. There is also a naval yard, with ample room in it to erect more store buildings if the existing ones are insufficient. It is, perhaps, outside the question, but the situation of Auckland as regards the Pacific is more convenient than that of any of the Australian Colonies, to which fact I think the Admiral would testify, and I know previous Senior Naval Officers have borne testimony. The success which has attended New Zealand frozen and canned meats is also a circumstance of some importance in relation to revictualling vessels cruising long distances. The climate favours a sanatorium for sailors, whom the great heat of Australia or the Pacific has affected, and already there are foundries and machine-makers capable of undertaking any repairs that might be required. The prices of the necessaries of life are no dearer, if so dear as in Australia; and as regards safety from storms and as regards its anchorage, there can be no question of its excellence. Wellington is also an excellent and a well-defended harbour, with many of the advantages of Auckland, but not possessing a dock like the Calliope, or a safe coaling-place where coal can be obtained at a price cheapened by absence of freight. Westport and Greymouth are, however, close, and their coal is by many considered superior to New South Wales, or even any but the best Welsh. The distance of both ports from Sydney is about the same. Wellington, however, is not far from the shore-end of the cable, and if Her Majesty's vessels visited the port, it would be the less likely that cruisers of an enemy would venture to seek for it and destroy it. Nothing would do more to maintain the Imperial connection with the colony than the more frequent sight of the national flag, which seldom appears in these waters. As far as the navy can stand in need of anything, it can be procured here, and from rope to ironwork or from woodwork to clothing the colonial manufacturers can supply anything required.

G. S. WHITMORE.

[Approximate Cost of Paper.—Preparation, nil; printing (1,250 copies), £28 10s. 0d.]

By Authority: GEORGE DIDSBURY, Government Printer, Wellington.—1887.

