

the defence of the Empire, is faced with a problem of great complexity. Within the limits of her financial capacity she has, whilst keeping command of the sea, to maintain a citizen force for home defence; she has to provide an expeditionary force ready to proceed over-sea at a moment's notice and capable of meeting a highly trained enemy; finally, she has to garrison India, most of the Naval Bases, and other Dependencies with professional troops both in peace and war. The Dominions are, at any rate, free from this third obligation, and such freedom simplifies for them the military task of rendering assistance to any part of the Empire which may require it. Free from the administrative difficulties which are inseparable from the work of providing reliefs and drafts of trained men for Indian and Colonial service, and from the financial burden which this implies, their task is reduced to one of so adjusting their organization for home defence as to admit of the despatch, without delay and without dislocation, of whatever forces they may be prepared to send to the aid of the Mother Country or of any other portion of the Empire.

How the  
Dominions  
can assist.

12. The necessity for early consideration of this great question of Imperial military policy is increased by the fact that, in proportion as danger threatens the heart of the Empire and compels the Mother Country to concentrate her naval and military forces, the immediate responsibility for the safety of the outlying portions of the Empire must tend to be delegated to her daughter nations, whose possession of alternative lines of communication might enable them to send prompt and efficient aid to some threatened point or to reinforce or relieve the regular forces of the Mother Country.

For instance, Australia and New Zealand are so situated that they might be able to send troops to reinforce India, or the garrisons of defended ports in Asiatic waters, at a time when it would be unsafe to despatch them from the United Kingdom by way of the Mediterranean. Similarly, a United South Africa might be able to raise a force not merely sufficient for home defence, but capable of giving effective assistance in the solution of any military problems which might arise upon the African Continent. Canada is in the best position, perhaps, to render aid promptly should trouble arise nearer home, or to reinforce Australia.

As time goes on and the Empire gathers strength, it will no doubt be possible to define more clearly the military responsibilities and spheres of activity which should be undertaken by each of its component parts, but the foundations of a sound system of Imperial organization must be laid as a preliminary to the development of such an ideal.

Military  
value of  
partly  
trained  
troops.

13. The value of the assistance which can thus be afforded to the Empire by the troops of our Over-sea Dominions depends to a great extent upon the actual fighting efficiency of the troops at the moment when their services are required. Except in a purely defensive rôle, it would not be prudent, at the commencement of a great war, to employ a large proportion of troops raised upon a non-permanent basis against a highly trained and well disciplined enemy.

Foundation  
of a workable  
system the  
task of the  
Conference.

14. We have in the British Empire a large number of armed men, but they have been raised under varying conditions of service, their standards of efficiency differ widely, and some of them are imperfectly organized for the work which they may be called upon to perform. The task which lies before this Conference is the foundation of a workable system which will enable us, should necessity arise, to employ the potential military strength of the Empire for a common Imperial purpose.

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## PART II.

### PROPOSALS FOR THE ORGANIZATION, TRAINING, AND ADMINISTRATION OF THE FORCES OF THE OVER-SEA DOMINIONS, SO THAT THEY MAY FORM PART OF AN IMPERIAL ARMY.

Summary  
of contents.

1. In this part, certain general principles are suggested on which the forces of the Over-sea Dominions might be organized, trained, and administered, in