

1910.
NEW ZEALAND.

DEFENCE OF THE DOMINION OF NEW ZEALAND
(MEMORANDUM ON THE).

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

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MEMORANDUM BY THE RIGHT HON. SIR J. G. WARD, P.C.,
K.C.M.G., PRIME MINISTER AND MINISTER OF DEFENCE.

Wellington, N.Z., 10th May, 1910.

As you are aware, Parliament during last session passed the Defence Act of 1909, which effected many improvements in the system of defence which previously obtained in this Dominion. This Act made provision for the general military training of all young men up to the age of twenty-one, and for the maintenance of a Territorial Force of 20,000, all ranks. The organization necessary in this connection was proceeded with, the establishments prepared, and the regulations framed accordingly.

In view of the fact that Field-Marshal Viscount Kitchener was due to arrive in New Zealand on the 17th February for the purpose of inspecting and giving his advice on all matters pertaining to the defences of this Dominion, it was decided to await his arrival before putting into operation the above Act.

It will be observed that the Field-Marshal in his letter, copy of which is embodied herein, recommends that a system similar to that suggested for Australia should be adopted for New Zealand; and, with this object in view, it was decided to make the year 1910–11 one of transition of the Volunteer Force, under the designation of "Territorial Forces," introducing such organization and reforms as were consistent with the Field-Marshal's proposals, and as set forth in a memorandum by the Chief of the General Staff, New Zealand.

To allow the new scheme to be put into operation it is now proposed to ask Parliament to make the necessary amendments, in order that the Field-Marshal's proposals and recommendations, in so far as they apply to New Zealand, may be given effect to practically in their entirety.

A great deal has already been done in this direction: establishments have been issued; subdivision of military districts into areas has been arranged; twenty-eight additional officers and twenty-eight additional non-commissioned officers are being selected; record-books and registration forms are in preparation; the service uniform has been sealed as a pattern; and orders have been given for a considerable supply of additional arms, equipment, and *matériel* to meet the expansion of the Force. Regulations for the Forces have been completed, but it is not intended to give effect to same until the amending Act, to be placed before Parliament, becomes law. There should be no difficulty in completing the

The maintenance of this number will require an annual supply of about five officers; so that, to allow for the selection of the best men, I would recommend that New Zealand should send ten cadets annually to the Australian college, from whom five would ultimately be chosen for commissions in the Staff Corps.

You have so recently had the views of the War Office on the land forces of New Zealand that I do not deem it necessary to point out the considerations which govern the defence of this Dominion. You will find, however, that Part I of the project which I gave to the Commonwealth Government, and which I now enclose and recommend to you, does not differ from the War Office memorandum in any matters of importance; but it will, I hope, afford you a practical scheme for giving effect to your defence measures. At the risk of repetition, I wish to again emphasize the importance of placing the ideal of your defence on as high a standard of efficiency as possible, in order that the men serving, as well as the public, may have a just pride in the fighting value of the Force, and so insist upon the observance of the important principle that defence should be outside party politics, and not used by individuals for political purposes.

A thoroughly trained and efficiently equipped Force should be the supreme object of your efforts, and no personal consideration should for a moment be allowed to stand in the way.

It only remains for me to thank you most sincerely for the facilities afforded me on my visit, and for the assistance which I have everywhere received in the inspection of your defences and troops. I shall always remember with much gratification my association with the forces of this Dominion. I shall follow their progress with the keenest interest, and I shall be only too glad at any time to give you further advice or assistance as may be in my power.

I forward you herewith a separate "confidential" communication on the subject of the fixed defences of New Zealand.

Yours very truly,

KITCHENER, F.M.

MEMORANDUM ON THE ACT OF 1909 APPLIED TO NEW ZEALAND ON THE LINES SET OUT BY THE FIELD-MARSHAL, AND ITS EXPANSION TO MEET THE RECOMMENDATIONS CONTAINED IN HIS LETTER OF THE 2ND MARCH, 1910.

STRATEGICAL CONSIDERATIONS.

1. The strategical considerations set out by Field-Marshal Lord Kitchener in his memorandum on Australian defence generally apply to New Zealand.

STRENGTH REQUIRED.

2. The strategical considerations being somewhat equal, the recommendation that 80,000 form the fighting-force of Australia may, on a population basis, be taken to mean 20,000 for New Zealand, having about one-fourth of the population of Australia. This will also meet in principle the suggestions by the Chief of the Imperial General Staff (War Office) as the outcome of the Imperial Defence Committee, 1909.

ORGANIZATION OF THE FORCE.

3. The Defence Bill of 1909 gives effect to the principle that every male up to the age of twenty-one must be trained to defend his country. To meet this, and to provide for voluntary service beyond twenty-one, the Force now designated "The Territorial Force" (late Volunteer) is being organized into a Field Force on modern establishments, consisting of one each in the Districts of Auckland, Wellington, Canterbury (including Nelson), and Otago:—

Four brigades Mounted Rifles, three regiments each, twelve regiments.

Four brigades Infantry, four battalions each, sixteen battalions.

Four brigades Field Artillery and Ammunition Columns of two four-gun batteries each.

Four Field Engineer companies.

Four Mounted Signalling companies, and four Infantry.

Four Mounted Field Ambulances and four Infantry Field Ambulances.

Four companies Supply Column Mounted and four Infantry.

Provision is also made for the Royal New Zealand Artillery (Permanent Force) and Garrison Artillery, in establishments to suit the scheme of fixed defence at each defended port, the whole totaling on a peace footing 20,000 as a first-line fighting-force, to be ready to take the field and man the forts at short notice, equipped and complete in every respect.

4. For peace establishments of this Force, see Schedule III attached, the war establishments being the same as Imperial Army.

The peace establishment to form the 20,000 fighting-force to be found by the Territorial Force drawn as hereafter described, and the augmentation to war establishments, will be provided from the recruits, 18-19, and the 25- and 26-year men.

5. The training required *over and above home or local training on holidays, half-holidays, and evenings to be,—*

Ages.	Class.	Approximate Number coming of Age each Year, 31/12/1909.	Training.
12-14	Junior cadets	19,142	The equivalent of sixteen days only.
14-15	Senior cadets	9,784	
15-16	"	9,211	
16-17	"	9,628	
17-18	"	9,628	
		38,251	
18-19	Territorial Force— Recruits	10,096	In addition to home training, sixteen days (eight of which to be in camp).
19-20	Trained soldiers	10,408	Ditto.
20-21	"	10,096	Six days in camp.
21-22	"	11,085	
22-23	"	11,033	
23-24	"	11,189	
24-25	"	11,189	
		65,000	
25-26	"	11,553	Muster parade only.

After which they will be available as reservists.

6. The following is the yearly quota required to be enrolled as recruits in the Territorial Force to maintain it at a peace establishment :—

Years.	Infantry.	Mounted Rifles.	Garrison and Field Artillery.	Engineers and Departments.	Total.	Remarks.
18-19	2,140	750	440	360	3,690	Recruits.
19-20	2,040	720	420	345	3,525	Trained men.
20-21	1,940	690	400	330	3,360	"
21-22	1,850	660	385	315	3,210	"
22-23	1,770	630	365	285	3,050	"
23-24	1,680	600	350	270	2,900	"
24-25	1,600	570	330	255	2,755	"
Total, 19-25	10,880	3,870	2,250	1,800	18,800	Territorials.
Total, 25-26	1,520	540	310	240	2,610	..

Officers are not included in above. An annual wastage of 5 per cent. is allowed in above table for mortality, medical unfitness, absence, and other casualties.

The total Territorial Force will thus, on peace footing, be,—

Officers	1,087
N.C.O.s and rank and file, per above table	18,800
Officers' training corps at universities	486

20,373

In addition there will be 3,690 recruits in active training and 2,610 25-26-year men available to at once augment the peace establishment by 6,300 efficient soldiers (see table above).

There will pass annually to the Reserve 2,610 rank and file and 150 officers; total, 2,760.

Note.—The above numbers do not include the following :—

Permanent Headquarters and District Staffs	125
Royal New Zealand Artillery	254
Medical Staff Corps (unattached)	60
Veterinary Staff Corps	20

459

Explanation.—The total thus really in training and available to take the field when scheme developed will be, all ranks,—

Territorials	..	..	..	..	..	..	..	20,373
Recruits	..	..	..	..	..	..	..	3,690
25-26-year men	..	..	..	..	..	..	..	2,610
Permanent	..	..	..	..	..	..	..	459
								<hr/> 27,132

Explanatory on Quotas.

On the scheme coming into operation the quotas in the total column shown for each year of age will be selected to furnish the necessary 18,800 rank and file and the 3,690 recruits required. Each year afterwards the quota of recruits only will be drawn, the previous year's recruits automatically passing on, less wastage, to the next year of age until reaching the age-limit of twenty-six.

Therefore, if on the initiation of the scheme a man is twenty-four years of age, he will be required to serve one year; if twenty-two years, three years; and so on.

Thus the Territorial Force will after this year be recruited from above source.

PRINCIPLES REGARDING ENROLMENT.

[Extract from Memorandum to Australia.]

7. The Field-Marshal points out that "the first and imperative principle for the enrolment and maintenance of these (20,000) men as an efficient (citizen) Force is that the nation as a whole take a pride in its defenders, insist upon the organization being real and designed for war purposes only, and provide the means for properly educating, training, and equipping their officers and men.

"The second principle for a successful (citizen) Force is a complement of the first. The Force must be an integral portion of the national life. The citizen should be brought up from boyhood to look forward to the day when he will be enrolled as fit to defend his country; and he should be accustomed to practise those habits of self-denial, of devotion to and emulation of his duty, of reticence, and of prompt obedience to lawful authority, which are essential to the formation of patriotic and efficient citizen soldiers.

"Recruits to be drawn impartially from all portions of the country and the whole of the community; and upon the manner in which the reciprocal obligations of the nation to the Force, and of the citizen soldier to the nation, are brought home to the cities, towns, and shires, will depend the value of the armed strength of (New Zealand)."

8. Officers, warrant officers, and sergeants of the Territorial Force may continue service voluntarily beyond the age of twenty-five, if specially recommended.

9. The age for compulsory retirement of officers, warrant officers, and sergeants from the Territorial Force, will be,—Colonels, 60 to 65, if specially permitted; lieut.-colonels, 55; majors, 50; captains, 45; lieutenants, 40; warrant officers and sergeants, 40.

Rank and file pass to the Reserve on reaching the age of twenty-five.

Under special circumstances and when recommended by the Promotion Board an extension of three years for officers may be granted on above age.

• REGISTRATION AND EXEMPTIONS.

10. It will be necessary to supply a record-book to each junior cadet on his leaving school, in which will be shown his name, address, date of birth, character, drill qualification, description; with instructions to the cadet to present his record-book to the officer at the secondary school if he intends continuing his education therein, or, if not, to the permanent staff officer or staff non-commissioned officer nearest to his place of residence, for enrolment in the senior cadets. In like manner the same record-book will be further written up showing his service in the senior cadets on his attaining the age of eighteen or date of leaving secondary school; and again the senior cadet will present his record-book to the permanent staff officer or staff non-commissioned officer nearest to his place of residence for registration for recruit-training in the Territorial Force.

On the completion of his recruit and territorial training, his record-book will be finally written up, and shall be a certificate of proof that such person has completed his period of personal service, and is passed into the Reserve. In time this should act automatically, and no special registration be necessary except for new arrivals. Similar record-books to be provided for men at present serving in the Territorial Force.

11. In order, however, to as early as possible complete lists in each district and subdivision of a district of those liable for service, printed forms will be prepared, calling for name, address, date of birth, age next birthday, if serving in Territorial Force, &c., and proclamation made that all young men between the ages of eighteen to twenty-five are to obtain such forms from the Defence offices, post-offices, police-stations, tourist offices, &c., and to fill in same and post (no stamp necessary), or hand to area officer nearest his place of residence, to enable lists to be prepared, and arrangements made for recruit-training being put into operation with as little delay as possible; the penalties for failing to supply such information or register being set out in the Defence Act.

12. The question of exemptions will arise, when it is suggested by the Field-Marshal—(a) That the welfare of the family should not be prejudiced; (b) that the State should get the best men available.

Factor (a) points to the exemption of those who are the sole or main support of their family, such as the only or eldest son of a widow, or of a man who is himself incapable of earning a livelihood for those dependent on him.

Factor (b) demands the exclusion from the (citizen) Force of all criminals, and should restrict the selection of annual quota to those males who are physically the fittest of their year, and therefore the most eligible for the honour of serving their country.

13. DIVISION OF THE DOMINION INTO SUBDIVISIONS OR AREAS.

As the Territorial Force becomes organized on the new establishments, each of the twenty-eight regiments and battalions (seven in each district) is to have a permanent Adjutant and N.C.O.

14. For recruiting purposes, each district is accordingly being subdivided into four Infantry battalion recruiting subdivisions, to also supply its quota of other branches of the Territorial Force, the permanent staff in these subdivisions also assisting in the registration and local training of senior cadets.

15. The thirty permanent officers and the thirty-four staff N.C.O. instructors at present employed on the permanent staff of headquarters and districts will be maintained, in addition to which at least twenty-eight officers as Adjutants and twenty-eight N.C.O. instructors are required, one each for each regiment and battalion, the other branches of the Force being supplied with permanent staff as per establishment, Schedule III.

16. The four battalion subdivisions in each district to be further subdivided into two areas, making eight areas in each district (*thirty-two in all the Dominion* (see Schedule IV)), with one staff N.C.O. to each provided for above, whose duty will be registration, recruiting, assist in training the senior cadets and Territorial Force, these to work in conjunction with the permanent staff of the regiments and battalions as regards registration, until the compulsory clauses would become automatic by the record-book system.

17. The senior Adjutant in the battalion subdivisions before referred to to be the senior subdivision officer, the N.C.O.s allotted to the two areas in each battalion subdivision working under his direction, the Officer Commanding the District controlling and directing the whole.

This will admit that at any time the number of areas can be increased in a battalion subdivision by the appointment of additional officers and N.C.O.s, without interference with the general organization, to meet any expansion of the system which might become necessary.

18. Field-Marshal Lord Kitchener, in his covering letter to New Zealand, recommends, say, thirty areas in the North Island, and twenty-five areas in the South Island, or, say, *fifty-five areas* for the Dominion. To meet this it will only be necessary to further divide the battalion subdivisions already mentioned—in the South Island into three areas instead of two, making twenty-four areas in the South Island; in the North Island into four areas instead of two, making thirty-two areas in the North Island; or *fifty-six areas* in the Dominion (see Schedule IV).

19. The organization into battalion subdivisions and thirty-two areas for the Dominion will be put into effect during the present year, and next year the additional officers and N.C.O.s should be provided for, and the areas extended to fifty-six, thus eventually reaching the area, organization, and working recommended by Field-Marshal Lord Kitchener.

DUTIES OF PERMANENT OFFICERS AND N.C.O.s IN CHARGE OF SUBDIVISIONS OR AREAS.

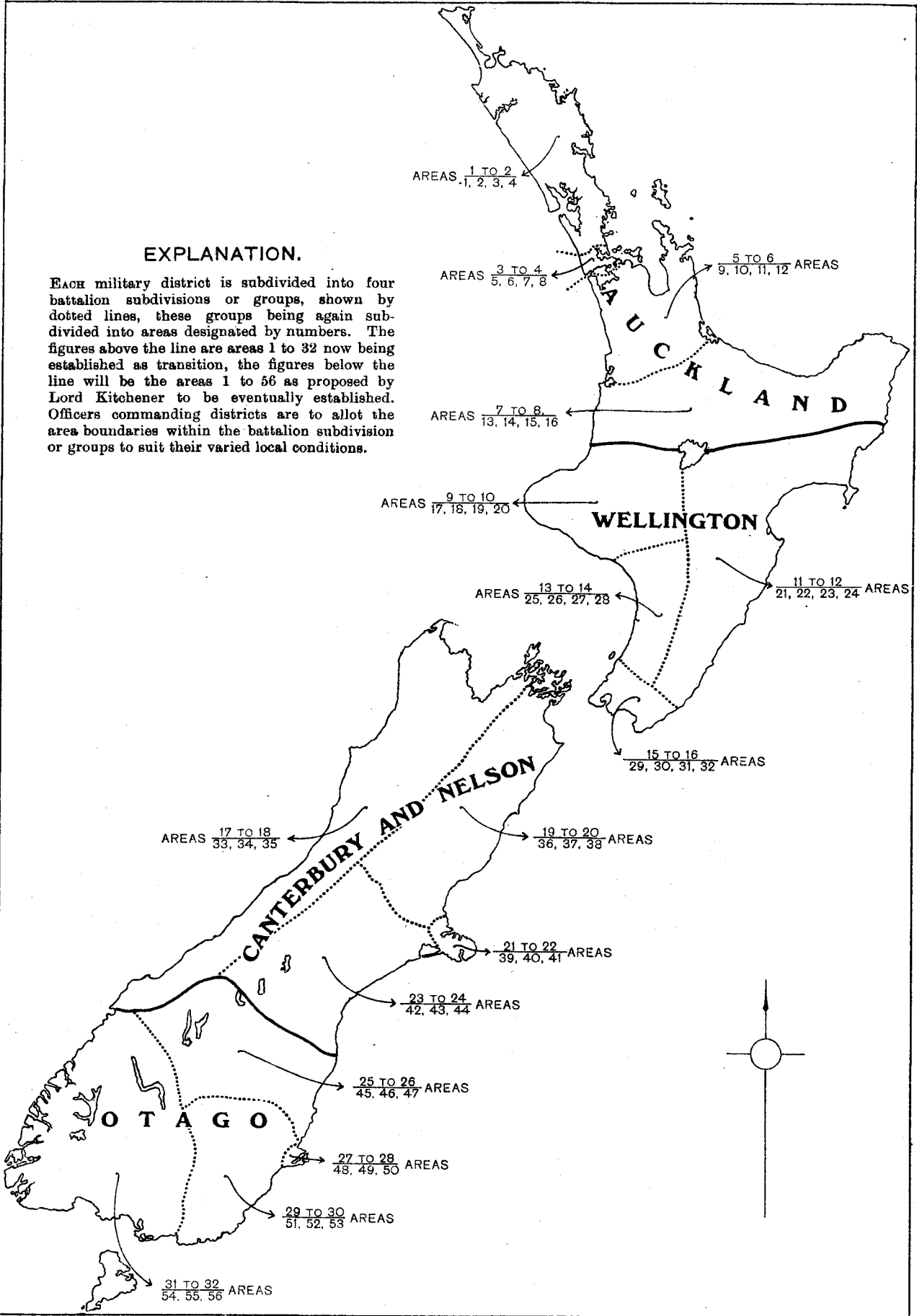
(Extract from Memorandum on the Defence of Australia by Field-Marshal Lord Kitchener.)

20. The duties of the officer in charge of an area would include,—

- (a.) The inspection of the junior cadets training in the schools.
- (b.) The organization and training of the senior cadets.
- (c.) The enrolment, equipment, and training of the adult from eighteen to nineteen years of age.
- (d.) The equipment, organization, and training of the trained man from nineteen to twenty-five years of age.
- (e.) The supervision of the registration of all male inhabitants.
- (f.) The maintenance of all lists of males twenty-five to twenty-six years of age who have just completed training.
- (g.) Communication to other areas of all changes of residence of men under training, with particulars of their military efficiency.
- (h.) Information regarding the numbers, residence, and classification of the Reserve men in the areas; and the organization and maintenance of rifle clubs.
- (i.) A thorough acquaintance with the inhabitants of his area. In all these matters, except registration and enrolment, he would be assisted by the officers of the Citizen Force of the area.

EXPLANATION.

Each military district is subdivided into four battalion subdivisions or groups, shown by dotted lines, these groups being again subdivided into areas designated by numbers. The figures above the line are areas 1 to 32 now being established as transition, the figures below the line will be the areas 1 to 56 as proposed by Lord Kitchener to be eventually established. Officers commanding districts are to allot the area boundaries within the battalion subdivision or groups to suit their varied local conditions.



FORMATION OF A STAFF CORPS.

21. At present permanent staff officers are given a commission in the New Zealand Militia. A Staff Corps, as suggested by Lord Kitchener, to be formed, to include all permanent staff and Permanent Force officers, and promotions and pay arranged accordingly. Officers and N.C.O.s would then have a clear issue in front of them, and understand that promotion and increments rested on their energy and ability and results in competitive examination, instead of merely waiting for vacancies in the separate branches of the military service.

22. The following table shows the number of permanent staff and Permanent Force officers at present available, also additional number required at once to initiate the scheme for thirty-two areas :—

Duties.	Colonels.	Lieut.-Colonels.	Majors.	Captains.	Lieutenants.	Total.
General Headquarters Staff ..	2	1	1	6*	1†	11
District commands and staff ..	..	5‡	..	4	..	9
Permanent Forces, R.N.Z.A. ..	..	1§	1	4	3	9
Undergoing training in England ..	1	..	1	..	4	6
Total	3	7	3	14	8	35
Required to initiate the scheme ..	..	..	..	..	28	28
Total	3	7	3	14	36	63

* One Director Military Stores.

† One draughtsman, fortifications.

‡ One temporary lieut.-colonel.

§ One ordnance officer.

The warrant officers and non-commissioned officer instructors at present available are :—

						Total.
General headquarters ..	..	..	..	..	Nil	Nil.
District staffs ..	..	..	..	..	34	34
Required to initiate the scheme ..	..	..	..	..	28	28
					62	62

23. Thirty-seven additional officers will be required in 1911–12 to make up the Staff Corps, and to complete the areas from thirty-two to fifty-six, as recommended by the Field-Marshal, eventually forming the Staff Corps as recommended :—

Colonels	3
Lieut.-colonels	6
Majors	13
Captains	26
Lieutenants	52
Total	100

Out of this corps, the headquarters, district headquarters, adjutants, area officers, &c., would be found.

Ten cadets should be sent annually to the military college in Australia.

PAY OF RECRUITS AND TERRITORIAL FORCE.

24. During the training period in camp the Training and Territorial Force will receive pay at following rates (Pay for 1910–11 already stated in General Order 59/10 :—

For each whole day and night spent in training camp the following personal allowance will be granted :—

	s.	d.
Lieutenant-colonels	15	0
Majors	12	0
Captains	10	0
Lieutenants and second lieutenants	8	0
Sergeant-majors and staff sergeants	5	6
Sergeants	5	0
Corporals	4	6
Other ranks	4	0

A horse-allowance of £1 per annum to be paid to each efficient officer, non-commissioned officer, and men of the Mounted Rifles, provided his horse and saddlery are certified as suitable.

Rations and forage will be issued, or an allowance made, in addition to pay.

25. The Defence Act, 1909, requires that capitation be paid to divisions, regiments, and battalions, out of which they are to maintain the unit, and supply the field service dress for officers and rank and

file. Capitation at the following rates has therefore been approved for year ending *February*, 1911 (as a year of transition) :—

	£	s.	d.
Mounted Rifles	4	0	0
Field Artillery and Field Engineers	3	10	0
Other branches	3	0	0

Under the suggestions by Lord Kitchener, capitation would not be paid to corps, but all field service uniforms and equipment, &c., be supplied in lieu of capitation, with a small grant to corps for maintenance, which will certainly prove more satisfactory than the present allotment of capitation.

Field-Marshal Lord Kitchener, in his memorandum on Australian defence, states, "Throughout the period of service the citizen soldier must remember that he is discharging a duty to his country, and that the pay he receives is not a wage, but an allowance to assist him in the discharge of his duty."

MILITARY COLLEGE.

26. As per last report of Defence Council, it was decided to await result of the Commonwealth proposal to initiate a military college, and endeavour to arrange for a certain proportion of cadets being admitted from the Dominion. Communications to this effect have again been made to the Commonwealth Government.

THE TERRITORIAL OFFICER.

27. The rearrangement of duties for general Headquarters provides for a special section under a Director of Military Training and Education, which with the appointment of a permanent Adjutant and instructors to regiments and battalions, and area officers, will accord with ideas for training the Force set out by Lord Kitchener in his Australian memorandum.

APPOINTMENTS.

28. The Defence Act of 1909 instituted the system of selection of officers. To provide for this, Boards of Selection and Promotion have been set up in each district accordingly. The permanent Adjutants will report to the O.C. corps from time to time on promising members of the rank and file who are likely to make good officers, and assist them in every way, as suggested by Lord Kitchener.

INSTRUCTION.

29. Following on the remarks under paragraph 28 ("The Territorial Officer"), the Permanent Artillery, permanent Adjutants, and non-commissioned instructors will afford the instruction at or near the officer's home; in addition, schools of gunnery, musketry, and communications, &c., under the Director of Military Training and Education, will have attention, and the higher training in tactics, organization, supply, operations, staff duties, &c., be arranged for.

TERRITORIAL NON-COMMISSIONED OFFICER.

30. Under the Defence Act, 1909, the selection and training of the non-commissioned officers rests with the corps commanders; the scale of pay increases with rank. N.C.O.s are eligible for commissions, it being part of the duties of the Selection Board in each district to note promising N.C.O.s, with a view to promotion.

ESTABLISHMENT AND ORGANIZATION.

31. The establishments (Schedule III) are, as far as local circumstances permit, similar to Imperial and Australian establishments, and as recommended by the Imperial Conference, 1909. The establishment of officers and N.C.O.s and specialists is in peace to be maintained as for war, leaving only the ranks to be brought up to war strength from the 18-19-years recruit, and the 25-26-years men, should it be decided to so increase the age of service.

SYLLABUS OF TRAINING.

32. The training of the Dominion Forces will, as far as possible, be carried out on progressive lines.

Junior Cadets.—To be principally steady physical development, elementary drill in squad and company, miniature-rifle shooting, discipline, his obligation to his country, and his duty to complete his term of personal service in the senior cadets and fighting-force.

Senior Cadets.—From fourteen to sixteen years of age, to be taken a stage further on than the junior cadets, carefully instructed in further physical development, the elements of the theory of musketry, company drill, signalling, skirmishing, and the use of natural cover, and individual rifle practice on the range.

From sixteen to eighteen, in addition, he will be further exercised in camp duty, rifle exercises, construction of artificial cover, vedette and sentry work on outpost, patrol duties, discipline, sanitation, and recruit-training, to fit him to take his place in the Territorial Force.

Opportunity to be given to enable promising senior cadets to qualify in higher subjects, with a view to becoming officers.

RECRUIT TRAINING.

33. Between the ages of eighteen and nineteen, fire control, company in attack and defence, field-firing practices, and all duties a man should be proficient in to take his place in a company of the fighting-force.

TERRITORIAL FORCE.

34. The training of this Force to consist of all that is essential to good marching, accurate controlled shooting, and the combination of all arms in attack and defence as advised by Lord Kitchener in his Australian memorandum. All branches of the Territorials must train for a period annually in camp; the arranging for time and place for such camps will rest with the corps commander, in conference with the O.C. district, the convenience of employers and of the men being given every consideration.

OFFICERS' TRAINING CORPS.

35. Officers' training corps at universities and high schools will be valuable training-schools in each of the four military districts, and will be continued as part of the Dominion defence scheme.

CENTRAL TRAINING-GROUNDS.

36. A Board has been set up to select a suitable training-ground in each Island, where all arms can be exercised in battle practice, camp and field training.

MOBILISATION.

37. The present Mobilisation Regulations will be remodelled and extended to suit the new establishments.

HEADQUARTERS STAFF.

38. The *personnel* of the Defence Council is defined in the Defence Act, 1909; the duties of the Headquarters Staff is set out in Schedule I. The remarks by Lord Kitchener in his memorandum on Australian defence generally apply to New Zealand.

The New Zealand Defence Act, 1909, does not add consultative members; it merely gives power to the President to summon expert advice. Provision is also made for the appointment of a Commandant.

DISTRICT STAFFS.

39. The District Commanders and staff will be reorganized as shown in Schedule II, which is practically in accordance with the recommendation of the Chief of the Imperial General Staff, as the outcome of the Imperial Conference, 1909.

There must be much more decentralisation, and District Commanders held directly responsible for much local matter that is now passed on to headquarters for decision.

ESTIMATED COST.

40. The Budget proposals presented to last Parliament set out that £300,000 would be required for the year 1910–11, with the addition of £50,000 annually for three years for equipment.

A requisition, £50,000 for equipment, principally small arms and armament, including a sample vehicle of each form of first-line transport to be used as patterns, enabling further supply to be made in the country, has gone forward.

The extra cost entailed by the extension of the training in the Territorial Force to twenty-six years of age and the provision of additional officers and N.C.O.s to supply fifty-six areas approximately amount to £50,000 for 1911–12, making,—

For the year 1910–11	..	..	..	..	..	300,000
Additional for 1911–12	..	..	..	..	..	50,000
Equipment (special for three years)	..	..	..	..	..	50,000
						<hr/>
						£400,000

SCHEDULE I.

COUNCIL OF DEFENCE

- 1. The Right Hon. Minister of Defence.
- 2. The Chief of the General Staff.
- 3. The Finance Member.

INSPECTOR-GENERAL.
Inspects and reports to the
Council of Defence.

THE RIGHT HON. MINISTER OF DEFENCE.

CHIEF OF GENERAL STAFF.

Administration of military policy as may be directed by Council ; organization for war ; maintenance of defence schemes ; general supervision over General and District Headquarters ; advice re raising and disbanding units ; censorship in time of war ; medium of communication with the Right Hon. Minister and Council of Defence.

FINANCE MEMBER.

All expenditure ; estimates ; issue of money services ; pay ; audit ; imprests ; acceptance of contracts.

DIRECTOR OF MILITARY TRAINING
AND EDUCATION.

(Imperial General Staff Officer, 2nd Grade.)
Staff duties : Examination of officers, courses of instruction, and training of all arms ; Officers' Training Corps ; books and training-manuals ; advice on training-grounds and ranges ; schemes for instructional manoeuvres ; and Staff rides.

DIRECTOR OF MILITARY OPERATIONS
AND INTELLIGENCE.

(Imperial General Staff Officer, 3rd Grade.)
Director of Military Operations :
Organization ; plans for mobilization, peace and war ; preparation defence schemes, strategical and tactical consideration ; Staff rides.
Director of Intelligence : Preparation and issue of maps and plans ; collection and organization of intelligence.

ADJUTANT-GENERAL AND QUARTER-MASTER-GENERAL.

Adjutant-General : Medical services ; veterinary services ; rewards ; appointments ; promotions ; recruiting ; personnel ; discipline ; medals and decorations ; control of Permanent Force ; claims ; "Army List" ; "General Orders."
Quartermaster-General : Transport ; supplies ; quarters ; contracts ; tenders ; movements ; rifle ranges ; drill-halls.

DIRECTOR OF ORDNANCE.

Garrison and field guns ; *ma-tériel* ; forts ; works ; fixed defences ; ordnance supplies.

SUPERINTENDING OFFICER CONSTRUCTION OF
FORTIFICATIONS.
Construction of fortifications ; erection and
maintenance of forts, barracks, &c.

School of Artillery
and
Gunnery.

School
of
Musketry.

School of Signalling and
Communication ;
engineers.

DIRECTOR OF MILITARY STORES.

Custody and supply of clothing ; personnel ; equipment ; accoutrements ; saddlery ; harness (except artillery) ; small arms ; small-arms ammunition ; small-arms-ammunition magazines ; transport ; vehicles ; equipment, Army Service Corps ; machine-guns ; camp-equipment ; technical instruments ; tenders ; contracts ; Customs entries, &c. ; stationery ; military books, forms, &c. ; medals, decorations, badges, &c. Receiver of revenue for stores, medical and veterinary equipment, forage, rations, &c.

SCHEDULE II.

DISTRICT HEADQUARTERS (FOR EACH OF THE FOUR DISTRICTS).

OFFICER COMMANDING DISTRICT.

Staff.

D.A.A.G. and D.Q.M.G.
One General Staff officer.
Administrative officers attached.
Principal Medical Officer.

Principal Veterinary Officer.
Intelligence Officer.
Instructional and clerical staff, mobilisation store.
Magazine-keepers, &c., as may be required.

SCHEDULE III.

PEACE ESTABLISHMENTS.

(WAR ESTABLISHMENTS AS SET OUT IN IMPERIAL ESTABLISHMENTS.)

NEW ZEALAND GARRISON ARTILLERY.

	Number of Companies.	Field Officers.		Captain.	Lieutenants.	Second Lieutenants.	Total Company Officers.	Company Sergeant-major.	Sergeants.	Total Sergeants.	Trumpeters.	Corporals.	Bombardiers.	Gunners.	Total Rank and File.	Total, excluding Officers.	Total all Ranks.	Permanent Staff.		At- tached.	
		Lieut.-Colonel.	Major.															Adjutant.	Sergeant-major.		Medical Officers.
Establishment of a company	..	..	..	1	2	1	4	1	5	6	2	5	4	79	90	96	100	..	..	..
Auckland G.A.—																					
No. 1 Company	..	3	1	1	3	6	3	12	3	15	18	6	15	12	237	270	288	300	1	1	2
No. 2 Company	..																				
No. 3 Company	..																				
Wellington G.A.—																					
No. 1 Company	..	3	1	1	3	6	3	12	3	15	18	6	15	12	237	270	288	300	1	1	2
No. 2 Company	..																				
No. 3 Company	..																				
Lyttelton G.A., No. 1 Company	1	..	1	1	2	1	4	1	5	6	2	5	4	79	90	96	100	..	1	1	
Westport G.A., No. 1 Company	1	..	1	1	2	1	4	*1	5	6	2	5	4	79	90	96	100	..	..	1
Otago G.A., No. 1 Company	1	..	1	1	2	1	4	1	5	6	2	5	4	79	90	96	100	..	1	1	

* To be a Permanent Staff N.C.O.

The above establishments include the number required for electric-lighting details in each company allotted to works of defence where electric lights are installed. The number detailed for E.L. duties will be arranged locally, and will depend upon the number of Permanent Force E.L. specialists available. Officers who are allotted positions in the defence scheme on mobilisation may be attached to the headquarters of each division in excess of the above establishments.

NEW ZEALAND FIELD ARTILLERY.

Establishment: 4 Brigades.

[illegible]

* As required.

A FIELD COMPANY OF ENGINEERS.

ESTABLISHMENT AND TRANSPORT.

Peace Establishment.

Detail.	Personnel.										Remarks.
	Officers.	Staff Sergeants and Sergeants.		Mounted Branch Artificer.	Trumpeter and Bugler.		Rank and File.		Total.		
		Mounted Branch.	Dismounted Branch.		Mounted Branch.	Dismounted Branch.	Mounted Branch.	Dismounted Branch.	Mounted Branch.	Dismounted Branch.	
Major	1	1	..	(a.) To be a Permanent Staff W.O. or N.C.O.
Captain	1	..	..	..	..	..	..	..	1	..
Subalterns	4	..	..	..	..	..	..	..	4	..
Company sergeant-major .. .. .	..	..	(a)	..	..	..	..	..	..	1
Company Q.M. sergeant .. .. .	..	1	..	..	..	..	..	..	1	..
Sergeants .. .. .	..	1	5	..	..	..	..	..	1	5
Shoeing and carriage-smith .. .. .	..	..	..	1	..	..	..	..	1	..
Trumpeter and bugler .. .. .	..	..	..	..	1	1	..	..	1	1
Corporals .. .. .	..	..	..	..	..	..	1	6	1	6
Second corporals .. .. .	..	..	..	..	..	..	1	6	1	6
Sappers .. .. .	..	..	..	..	..	..	8	138	8	138
Drivers (first line transport)	for vehicles .. .. .	..	..	..	..	..	25	..	25	..
	for pack animals .. .. .	..	..	..	..	..	4	..	4	..
	for spare horses .. .. .	..	..	..	..	..	3	..	3	..
	spare .. .. .	..	..	..	..	..	3	..	3	..
Total Field Company	6	2	6	1	1	1	45	150	55	157	
		8			2		195		212		

Note.—This establishment includes 1 N.C.O. and 2 men trained in signalling for internal communications.

Transport.

Detail.	Vehicles.	Drivers.	Horses.		Remarks.
			Draught.	Pack.	
Headquarters.					
First line—					
Wagons	pontoon (a)	2	6	12	(a.) Carrying 2 pontoons capable of constructing 15 yards of medium bridge.
	trestle (b)	1	3	6		(b.) Carrying 2 trestles and 1 bay of super-structure, capable of constructing 5 yards of medium bridge.
	G.S. for technical stores, baggage, and supplies	1	2	4	
Drivers	for spare draught horses .. .. .	..	3	5	
	spare	3	..	
Sections.					
Carts	tool, double, R.E. (1 per section)	4	8	16	
	forage, for technical stores, baggage, and supplies (1 per section)	4	4	8	
Drivers for pack animals (1 per section)	.. .. .	..	4	..	4
Total	.. .. .	12	33	51	4

Note.—Bicycles: If, from the nature of the country in which operations are to be undertaken, bicycles can be possibly used, they will be supplied, on mobilisation, at the rate of 8 per section. The bicycles will be used for transporting men with tools and small stores as may be necessary, utilising for the latter sand-bags and straps.

HEADQUARTERS OF A MOUNTED BRIGADE.

Peace Establishment.

Detail.	Personnel.				Horses.			Remarks.
	Officers.	Staff Sergeants and Sergeants.	Rank and File.	Total.	Riding.	Draught.	Total.	
Colonel (temporary rank)	1	..	..	1	3	..	3	
Brigade major	1	..	..	1	2	..	2	
Clerk .. .. .	..	1	..	1	1	..	1	
Armourer .. .. .	..	1	..	1	..	..	..
Total headquarters	2	2	..	4	6	..	6	

A REGIMENT OF MOUNTED RIFLES.

Peace Establishment.

Detail.	Personnel.							Horses.				Remarks.
	Officers.	Warrant Officers.	Staff Sergeants and Sergeants.	Artificers.	Trumpeters.	Rank and File.	Total.	Riding.	Draught.	Pack.	Total.	
<i>Headquarters.</i>												
Lieutenant-colonel	1	1	3	3	(a.) The adjutant shall be an officer of the Permanent Staff. (b.) Acting regimental sergeant-major, a staff sergeant or warrant officer of the Permanent Staff. (c.) The orderly-room clerk may be of the rank of corporal, in which case he will be deducted from the sergeants and added to the rank and file. (d.) 2 men of the regiment (1 a lance-corporal) are trained for these duties, and are under the orders of the medical officer. The private drives the cart for medical stores.
Major	1	..	..	..	..	..	1	2	..	..	2
Adjutant	1(a)	..	..	..	..	..	1	2	..	..	2
Quartermaster	1	..	..	..	..	..	1	1	..	..	1
Sergeant-major	1(b)	..	..	..	..	..	1	1	..	..	1
Regimental quartermaster-sergeant .. ..	..	..	1	..	..	..	1	1	..	..	1
Transport sergeant .. ..	..	..	1	..	..	..	1	1	..	..	1
Orderly-room clerk .. ..	..	..	1(c)	..	..	..	1	1	..	..	1
Sergeant-trumpeter .. ..	..	..	1	..	..	..	1	1	..	..	1
Sergeant-cook .. ..	..	..	1	..	..	..	1	..	..	..	..
Signalling-sergeant .. ..	..	..	1	..	..	..	1	1	..	..	1
Farrier quartermaster-sergeant .. ..	..	..	..	1	..	..	1	1	..	..	1
Saddler-sergeant .. ..	..	..	..	1	..	..	1	1	..	..	1
Orderlies for medical officer .. ..	..	..	..	..	..	2(d)	2	..	2	..	2
Drivers (first line transport)— For vehicles .. ..	..	..	..	..	..	2	2	..	4	..	4
For spare draught horses .. ..	..	..	..	..	..	1	1	..	1	..	1
Total	4	1	6	2	..	5	18	16	7	..	23	
<i>Attached.</i>												
Medical officer	1	..	..	..	..	..	1	1	..	..	1
Veterinary officer	1	..	..	..	..	..	1	1	..	1	2
Total headquarters (including attached)	6	1	6	2	..	5	20	18	7	1	26	
<i>Machine-gun Section (1 Gun).</i>												
Subaltern	1	..	..	..	..	..	1	2	..	..	2
Sergeant .. ..	..	..	1	..	..	..	1	1	..	..	1
Corporal .. ..	..	..	..	..	..	1	1	1	..	..	1
Privates .. ..	..	..	..	..	..	6	6	6	..	..	6
Drivers (first line transport) .. ..	..	..	..	..	..	4	4	..	8	..	8
	1	..	1	..	..	11	13	10	8	..	18
<i>Squadron (e).</i>												
Major	1	..	..	..	..	..	1	2	..	..	2
Captain	1	..	..	..	..	..	1	2	..	..	2
Subalterns	4(f)	..	..	..	..	..	4	8	..	..	8
Squadron sergeant-major .. ..	..	..	1	..	..	..	1	1	..	..	1
Squadron quartermaster-sergeant .. ..	..	..	1	..	..	..	1	1	..	..	1
Sergeants .. ..	..	..	4	..	..	..	4	4	..	..	4
Farrier-sergeant .. ..	..	..	..	1	..	..	1	1	..	..	1
Shoeing-smith corporal .. ..	..	..	..	..	..	..	..	..	..	..	..
Shoeing-smiths .. ..	..	..	..	2	..	..	2	2	..	..	2
Saddler .. ..	..	..	..	1	..	..	1	1	..	..	1
Trumpeters .. ..	..	..	..	..	2	..	2	2	..	..	2
Corporals .. ..	..	..	..	..	..	4	4	4	..	..	4
Privates .. ..	..	..	..	..	..	44	44	44	..	2(g)	46
Signallers— Corporals .. ..	..	..	..	..	..	1	1	1	..	..	1
Privates .. ..	..	..	..	..	..	8	8	8	..	..	8
Drivers (first line transport)— For vehicles .. ..	..	..	..	..	..	4	4	..	8	..	8
For spare draught horses .. ..	..	..	..	..	..	1	1	..	2	..	2
Total squadron	6	..	6	4	2	62	80	81	10	2	93	
<i>Recapitulation.</i>												
Headquarters (including attached)	6	1	6	2	..	5	20	18	7	1	26	
Machine-gun section	1	..	1	..	..	11	13	10	8	..	18
4 squadrons	24	..	24	16	8	248	320	324	40	8	372	
Total regiment (h)	31	1	31	18	8	264	353	352	55	9	416	
(h.) 1 N.C.O. and 8 men will be trained in sanitary duties. 1 lance-sergeant and 4 lance-corporals may be appointed per squadron, also 1 lance-corporal as orderly to medical officer, with headquarters.												

A Regiment of Mounted Rifles—continued.
Transport.

				Vehicles.	Drivers.	Horses.		
						Draught.	Pack.	
<i>Headquarters.</i>								
First line—								
Cart, Maltese, for medical equipment	..	..	..	1	1(i)	2	..	(i.) Medical officer's orderly.
Wagon, limbered, G.S. for tools	..	..	..	1	2	4	..	
Driver, for spare draught horses	..	..	..	..	1	1	..	
Pack-animal, for veterinary equipment	..	..	..	..	1(j)	..	1	(j.) Man detailed from squadron.
<i>Machine-gun Section.</i>								
Wagons, limbered, G.S. for machine gun, tripod, ammunition, and one set of machine-gun pack-saddlery (3 pack-saddles)				2	4	8	..	
<i>Squadrons.</i>								
Wagons (for S.A.A. ; 1 per squadron)	..	..	..	4	8	16	..	(k.) The 2 lead horses of each wagon are provided with G.S. pack-saddlery.
Limbered, G.S. (for tools and signalling equipment, 1 per squadron)	..	..	..	4	8	16(k)	..	
Drivers (1 per squadron), for spare draught horses	..	..	..	..	3	8	..	
Packhorses, for scouts (2 per squadron)	..	..	..	..	..	..	8	
Total	..	..	..	12	28	55	9	

HEADQUARTERS OF AN INFANTRY BRIGADE.
Peace Establishments.

				Personnel.				Horses.			Remarks.
Detail.				Officers.	Staff Sergeants and Sergeants.	Rank and File.	Total.	Riding.	Draught.	Total.	
Colonel (temporary rank)	..	..	..	1	..	..	1	2	..	2	
Brigade major	..	..	..	1	..	..	1	2	..	2	
Clerk	..	..	..	..	1	..	1	1	..	1	
Armourer	..	..	..	..	1	..	1	..	..	..
Total headquarters	..	..	..	2	2	..	4	5	..	5	

AN INFANTRY BATTALION.
Peace Establishment.

Detail.				Personnel.					Horses and Mules.					Remarks.
				Officers.	Warrant Officers.	Staff Sergeants and Sergeants.	Drummers or Buglers.	Rank and File.	Total.	Riding.	Draught.	Pack.	Total.	
<i>Headquarters.</i>														
Lieutenant-colonel	1	1	1	1	(a.) An officer of the Permanent Staff attached. (b.) A W.O. or N.C.O. of the Permanent Staff attached. (c.) May be of rank of corporal, and will then be deducted from sergeants and added to rank and file.
Major	..	..	..	2	..	..	..	..	2	2	..	..	2
Adjutant (a)	..	..	..	1	..	..	..	..	1	1	..	..	1
Quartermaster	..	..	..	1	..	..	..	..	1	1	..	..	1
Sergeant-Major (b)	..	..	..	..	1	..	..	..	1	..	..	..	..
Quartermaster-Sergeant	..	..	..	..	..	1	..	..	1	..	..	..	..
Orderly-room clerk (c)	..	..	..	..	..	1	..	..	1	..	..	..	..
Sergeant-drummer	..	..	..	..	..	1	..	..	1	..	..	..	..
Pioneer-sergeant	..	..	..	..	..	1	..	..	1	..	..	..	..
Sergeant-cook	..	..	..	..	..	1	..	..	1	..	..	..	..
Transport-sergeant	..	..	..	..	..	1	..	..	1	1	..	..	1
Signalling-sergeant	..	..	..	..	..	1	..	..	1	..	..	..	..
Sergeant-shoemaker	..	..	..	..	..	1	..	..	1	..	..	..	..
Drivers, first line (for vehicles)	..	..	..	..	..	..	7	7	7	..	14	..	14
Transport (for spare animals)	..	..	..	..	..	..	3	3	3	..	4	2	6
Orderlies for medical officer (d)	..	..	..	..	..	..	2	2	2	..	1	..	1
Total	..	..	..	5	1	8	..	12	26	6	19	2	27
<i>Attached.</i>														(d.) 2 men (1 a lance-corporal) trained for the duties, under orders of the medical officer. The private drives the cart for medical equipment.
Medical officer	..	..	..	1	..	..	..	..	1	1	..	..	1
Total headquarters (including attached)				6	1	8	..	12	27	7	19	2	28	
<i>Machine-gun Section.</i>														
Subaltern	1	1	1	1	
Sergeant	1	1	
Corporal	1	1	1	
Privates	6	6	6	
Drivers (first line transport)	2	2	2	..	4	..	4	
Total, machine-gun section				1	..	1	..	9	11	1	4	..	5	

An Infantry Battalion—continued.
Peace Establishment—continued.

Detail.	Personnel.							Horses and Mules.				Remarks.
	Officers.	Warrant Officers.	Staff Sergeants and Sergeants.	Drummers or Buglers.	Rank and File.	Total.	Riding.	Draught.	Pack.	Total.		
<i>Company.</i>												
Captain (e)	1	1	(e.) The 2 senior company commanders may be mounted if the O.C. Brigade considers it advisable.	
Subalterns	2	..	..	..	..	2	..	..	..	..
Colour-sergeant .. .. .	..	..	1	..	..	1	..	..	..	..
Sergeants .. .. .	..	..	4	..	..	4	..	..	..	..
Drummers or buglers .. .. .	..	..	..	2	..	2	..	..	..	..
Corporals .. .. .	..	..	..	..	5	5	..	..	..	..
Pioneer .. .. .	..	..	..	..	1	1	..	..	..	..
Privates .. .. .	..	..	..	..	60	60	..	..	..	..
Signallers (f) .. .. .	..	..	..	..	4	4	..	..	..	..
Stretchers-bearers (handsmen) .. .. .	..	..	..	..	2	2	..	..	..	..
Drivers for pack animals (first line transport)	2	2	2	2	(f.) 1 company per battalion will have 1 corporal and 3 privates. In the remaining companies one of the 4 signallers may be a lance-corporal.	
Total company	3	..	5	2	74	84	..	..	2	2
<i>Recapitulation.</i>												
Headquarters (including attached)	6	1	8	..	12	27	7	19	2	28	(g.) 1 N.C.O. and 8 men will be trained in sanitary duties.	
Machine-gun section	1	..	1	..	9	11	1	4	..	5		
8 companies	24	..	40	16	592	672	..	..	16	16
Total battalion (g)	31	1	49	16	613	710	8	23	18	49		

A MOUNTED BRIGADE COMMUNICATION COMPANY.

Peace Establishment.

Detail.	Personnel.					Horses.				Remarks.
	Officers.	Staff Sergeants and Sergeants.	Artificers.	Rank and File.	Total.	Riding.	Draught.	Pack.	Total.	
Captain	1	..	..	..	1	1	..	..	1	
Subaltern	1	..	..	..	1	1	..	..	1	
Company sergeant-major .. .. .	..	1	..	..	1	1	..	..	1	
Sergeant .. .. .	..	1	..	..	1	1	..	..	1	
Shoeing and carriage-smith .. .. .	..	..	1	..	1	1	..	..	1	
Corporal .. .. .	..	..	..	1	1	1	..	..	1	
Second corporal .. .. .	..	..	..	1	1	1	..	..	1	
Sappers .. .. .	..	..	..	13	13	5	..	..	5	
Drivers { for vehicles .. .. .	..	..	..	2	2	..	4	..	4	
{ for pack animals .. .. .	..	..	..	2	2	2	..	3	5	
Total	2	2	1	19	24	14	4	3	21	

A Mounted Brigade Communication Company—continued.
Peace Establishment—continued.
Transport.

Detail.	Vehicles.	Drivers.	Horses.		Remarks.
			Draught.	Pack.	
<i>First line.</i>					
Wagon {light spring	1	1	2	..	
limbered	1	1	2	..	
Pack animals .. .. .	..	2	..	3	
Total	2	4	4	3	

AN INFANTRY BRIGADE COMMUNICATION COMPANY.

Peace Establishment.

Detail.	Personnel.				Horses.				Bicycles.	Remarks.
	Officers.	Staff Sergeants and Sergeants.	Rank and File.	Total.	Riding.	Draught.	Pack.	Total.		
<i>Infantry Brigade Section.</i>										
Subaltern	1	..	..	1	1	..	..	1	..	
<i>Two Telephone Detachments.</i>										
Sergeant .. .. .	..	1	..	1	..	..	..	..	..
Corporal .. .. .	..	..	1	1	..	..	..	..	..
Sappers .. .. .	..	..	8	8	..	..	..	..	..
Drivers .. .. .	..	..	2	2	..	..	2	2	..	
<i>For Signal-work and Despatch-riding.</i>										
Sergeant .. .. .	..	1	..	1	..	..	..	..	8	(a.) Cyclists who, when specially ordered, will be mounted on horses. In this case 8 horses will be added, and the bicycles omitted.
Corporal .. .. .	..	..	1	1						
Sappers .. .. .	..	..	6	6						
Spare sapper .. .. .	..	..	1	1						
Driver for vehicle .. .. .	..	..	1	1	..	..	2	2	..	
Total section	1	2	20	23	1	..	4	5	8	
<i>Brigade Troops Section.</i>										
Subaltern	1	..	..	1	1	..	..	1	..	
<i>One Telegraph-cable Detachment.</i>										
Sergeant .. .. .	..	1	..	1	1	..	..	1	..	
Second corporal .. .. .	..	..	1	1	1	..	..	1	..	
Sappers .. .. .	..	..	8	8	4	..	..	4	..	
Drivers for vehicles .. .. .	..	..	3	3	..	6	..	6	..	
<i>For Signal-work and Despatch-riding.</i>										
Corporal .. .. .	..	..	1	1	2	..	..	2	3	(b.) Includes 3 cyclists who, when specially ordered, will be mounted on horses. In this case 3 horses will be added, and the bicycles omitted.
Sappers .. .. .	..	..	4	4						
Total section	1	1	17	19	9	6	..	15	3	
Total company	2	3	37	42	10	6	4	20	11	

Transport.

Detail.	Vehicles.	Drivers.	Horses.			Remarks.	
			Draught.	Riding.	Pack.		
<i>First line.</i>							
Brigade Infantry Section	light carts	1	1	..	..	2	
	pack animals .. ..	..	2	..	..	2	
Brigade Troops Section	cable-wagon	1	2	4	..	..
	light spring wagon ..	1	1	2	..	..
		3	6	6	..	4	

A MOUNTED BRIGADE SUPPLY COLUMN (ONE COMPANY ARMY SERVICE CORPS).

Peace Establishment.

(1.) Personnel and Horses.

Detail.	Personnel.						Horses.		
	Officers.	Warrant Officers.	Staff Sergeants and Sergeants.	Trumpeters.	Rank and File.	Total.	Riding.	Draught.	Total.
<i>Transport Details.</i>									
Captain	1	..	..	..	..	1	1	..	1
Subalterns	2	..	..	..	..	2	2	..	2
Warrant officers .. .. .	..	1	..	..	..	1	1	..	1
Company sergeant-major .. .. .	..	..	1	..	..	1	1	..	1
Company quartermaster-sergeant .. .. .	..	..	1	..	..	1	1	..	1
Sergeants .. .. .	..	..	3	..	..	3	3	..	3
Trumpeter .. .. .	..	..	..	1	..	1	1	..	1
Corporals .. .. .	..	..	..	..	3	3	3	..	3
Second corporals .. .. .	..	..	..	..	3	3	..	..	..
Drivers .. .. .	..	..	..	..	12	12	..	..	..
Total transport details	3	1	5	1	18	28	13	..	13
<i>Supply Details.</i>									
Captain	1	..	..	..	..	1	1	..	1
(staff sergeant or sergeant .. .. .	..	..	1	..	..	1	..	..	..
Clerks { corporal or second corporal .. .. .	..	..	..	..	1	1	..	..	..
(privates .. .. .	..	..	..	..	2	2	..	..	..
Butchers { corporal .. .. .	..	..	..	..	1	1	..	..	..
(privates .. .. .	..	..	..	..	3	3	..	..	..
Issuers { corporal .. .. .	..	..	..	..	1	1	..	..	..
(privates .. .. .	..	..	..	..	4	4	..	..	..
Total supply details	1	..	1	..	12	14	1	..	1
<i>Recapitulation.</i>									
Transport details	3	1	5	1	18	28	13	..	13
Supply details	1	..	1	..	12	14	1	..	1
Total supply column	4	1	6	1	30	42	14	..	14

A MIXED BRIGADE SUPPLY COLUMN (ONE COMPANY ARMY SERVICE CORPS).

Peace Establishment.

(1.) Personnel and Horses.

Detail.	Personnel.						Horses.		
	Officers.	Warrant Officers.	Staff Sergeants and Sergeants.	Trumpeters.	Rank and File.	Total.	Riding.	Draught.	Total.
<i>Transport Details.</i>									
Captain	1	..	..	..	..	1	1	..	1
Subalterns	2	..	..	..	..	2	2	..	2
Warrant officer .. .. .	..	1	..	..	..	1	1	..	1
Company sergeant-major .. .. .	..	..	1	..	..	1	1	..	1
Company quartermaster-sergeant .. .. .	..	..	1	..	..	1	1	..	1
Sergeants .. .. .	..	..	3	..	..	3	3	..	3
Trumpeter .. .. .	..	..	..	1	..	1	1	..	1
Corporals .. .. .	..	..	..	..	3	3	..	..	..
Second corporals .. .. .	..	..	..	..	3	3	..	..	..
Drivers .. .. .	..	..	..	..	12	12	..	..	..
Total transport details	3	1	5	1	18	28	10	..	10
<i>Supply Details.</i>									
Captain	1	..	..	..	..	1	1	..	1
Warrant officer .. .. .	..	1	..	..	..	1	..	..	..
(staff sergeant or sergeant .. .. .	..	..	1	..	..	1	..	..	..
Clerks { corporal or second corporal .. .. .	..	..	..	..	1	1	..	..	..
(privates .. .. .	..	..	..	..	1	1	..	..	..
Butchers { second corporal .. .. .	..	..	..	..	1	1	..	..	..
(privates .. .. .	..	..	..	..	2	2	..	..	..
Issuers { corporals .. .. .	..	..	..	..	1	1	..	..	..
(second corporals .. .. .	..	..	..	..	1	1	..	..	..
(privates .. .. .	..	..	..	..	5	5	..	..	..
Total supply details	1	1	1	..	12	15	1	..	1
<i>Recapitulation.</i>									
Transport details	3	1	5	1	18	28	10	..	10
Supply details	1	1	1	..	12	15	1	..	1
Total supply column	4	2	6	1	30	43	11	..	11

A MOUNTED BRIGADE FIELD AMBULANCE (TWO SECTIONS).

Peace Establishment.

(1.) Personnel and Horses.

Detail.								Personnel.					Horses.		
								Officers.	Staff Sergeants and Sergeants.	Bugler.	Rank and File.	Total.	Riding.	Draught.	Total.
<i>Bearer Division.</i>															
Captain	..	..	..	..	..	..	..	1	..	..	..	22	1	..	1
Bugler	..	..	..	..	..	..	..	..	..	1	..		1	..	1
Corporals	..	..	..	..	..	..	..	..	..	2	..		2	..	2
Privates	..	..	..	..	..	..	..	..	..	18	..		18	..	18
<i>Tent Division (30 Patients).</i>															
Major	..	..	..	..	..	..	..	1	..	..	..	11	1	..	1
Sergeant-compounder	..	..	..	..	..	..	..	..	2	..	..		..	..	..
Privates nursing duties	..	..	..	..	..	..	..	..	..	6	..		..	..	..
Privates cooks	..	..	..	..	..	..	..	..	..	2	..		..	..	..
<i>Transport Division.</i>															
Sergeants	..	..	..	..	..	..	..	..	1	..	..	6	1	..	1
Drivers	..	..	..	..	..	..	..	..	..	5	..		..	7	7
Total mounted brigade field ambulance								2	3	1	33	39	24	7	31

(2.) Transport.

Detail.								Vehicles.	Drivers.	Draught Horses.
Cart, water	..	..	..	..	..	..	..	1	1	1
Wagons ambulance	..	..	..	..	..	..	..	1	2	2
Wagons transport	..	..	..	..	..	..	..	2	2	4
Total								4	5	7

A FIELD AMBULANCE (THREE SECTIONS).

Peace Establishment.

(1.) Personnel and Horses.

Detail.							Personnel.							Horses.			
							Officers.	Warrant Officers.	Staff Sergeants and Sergeants.	Artificers.	Bugler.	Rank and File.	Total.	Riding.	Draught.	Total.	
Bearer Division.																	
Captains	..	..	..	..	..	..	3	..	..	..	..	30	{	3	..	3
Sergeant	..	..	..	..	..	..	..	..	..	1	..			..	..	..
Bugler	..	..	..	..	..	..	..	..	1	..	..			..	..	..
Corporals	..	..	..	..	..	..	..	..	..	..	3			..	..	..
Privates	..	..	..	..	..	..	..	..	..	..	22			..	..	..
Tent Division (90 Patients).																	
Major...	..	..	..	..	..	..	1	..	..	..	..	26	{	1	..	1
Captains	..	..	..	..	..	..	2	..	..	..	..			1	..	1
Quartermaster	..	..	..	..	..	..	1	..	..	..	..			1	..	1
Sergeant-major	..	..	..	..	..	..	..	1	..	..	..			1	..	1
Sergeants { nursing duties	..	..	..	..	..	..	..	..	3	..	..			..	..	..
{ compounders	..	..	..	..	..	..	..	..	3	..	..			..	..	..
Corporals { clerk	..	..	..	..	..	..	..	..	..	..	1			..	..	..
{ cook	..	..	..	..	..	..	..	..	..	..	1			..	..	..
Privates { nursing duties	..	..	..	..	..	..	..	..	..	..	10			..	..	..
{ cooks	..	..	..	..	..	..	..	..	..	..	3			..	..	..
Transport Division.																	
Sergeant	..	..	..	..	..	..	..	..	1	..	..	20	{	1	..	1
Farrier-sergeant	..	..	..	..	..	..	..	..	..	..	..			..	..	..
Saddler-sergeant	..	..	..	..	..	..	..	..	..	..	..			..	..	..
Corporals	..	..	..	..	..	..	..	..	..	..	2			2	..	2
Drivers	..	..	..	..	..	..	..	..	..	..	17			..	25	25
Total field ambulance							7	1	8	..	1	59	76	10	25	35	

A Field Ambulance (Three Sections)—*continued.*Peace Establishment—*continued.*

(2.) Transport.

Detail.									Vehicles.	Drivers.	Draught Horses.
Carts, water ..	..	..	..	..	..	..	..	..	3	3	3
Wagons { ambulance ..	..	..	..	..	..	..	..	..	3	6	6
	transport ..	..	..	..	..	..	..	..	8	8	16
Total ..	..	..	..	..	..	..	..	..	14	17	25

SCHEDULE IV.

TABLE OF DISTRICT SUBDIVISIONS AND AREAS.

Area Numbers.	Infantry Battalions.	Mounted Rifle Squadrons.	Field Artillery and Ammunition Column.	Engineers Company.	Communication Company (Mounted).	Communication Company (Infantry).	Supply Company (Mounted).	Supply Company (Mixed).	Ambulance (Mounted).	Ambulance (Infantry).	Officers' Training Corps.	Artillery (Coast Defence).
(A.) UNDER DEFENCE ACT, 1909, INTO 32 AREAS.												
Group I (Auckland)—												
Areas 1 to 2 ..	1	3	..	..	..	..	..	..	..	..	..	..
" 3 " 4 ..	1	2	1	1	..	1	..	1	..	1	1	3
" 5 " 6 ..	1	4	$\frac{1}{2}$	..	1	..	..	..	..	..	..	..
" 7 " 8 ..	1	3	$\frac{1}{2}$	..	..	..	1	..	..	..	..	..
Group II (Wellington)—												
Areas 9 to 10 ..	1	4	$\frac{1}{2}$	..	..	..	..	..	..	..	..	..
" 11 " 12 ..	1	4	$\frac{1}{2}$	..	..	..	1	..	..	..	..	..
" 13 " 14 ..	1	3	..	..	1	..	..	..	..	..	..	..
" 15 " 16 ..	1	1	1	1	..	1	..	1	..	1	1	3
Group III (Canterbury and Nelson)—												
Areas 17 to 18 ..	1	2	? $\frac{1}{2}$	..	..	..	..	..	..	..	..	..
" 19 " 20 ..	1	4	$\frac{1}{2}$	..	..	..	1	..	..	..	..	..
" 21 " 22 ..	1	2	1	1	..	1	..	1	..	1	1	1
" 23 " 24 ..	1	4	$\frac{1}{2}$	..	1	..	..	..	..	..	..	..
Group IV (Otago)—												
Areas 25 to 26 ..	1	3	..	..	..	1	..	..	..	..	..	..
" 27 " 28 ..	1	1	1	..	1	..	..	1	..	1	1	1
" 29 " 30 ..	1	4	..	..	..	..	..	..	..	..	..	..
" 31 " 32 ..	1	4	$\frac{1}{2}$	..	..	..	..	..	1	..	..	..
(B.) UNDER RECOMMENDATIONS BY THE FIELD-MARSHAL (56 AREAS).												
Group I (Auckland)—												
Areas 1 to 4 ..	1	3	..	..	..	..	..	..	..	..	..	..
" 5 " 8 ..	1	2	1	1	..	1	..	1	..	1	1	3
" 9 " 12 ..	1	4	$\frac{1}{2}$	..	1	..	..	..	..	..	..	..
" 13 " 16 ..	1	3	$\frac{1}{2}$	..	..	..	1	..	..	..	..	..
Group II (Wellington)—												
Areas 17 to 20 ..	1	4	..	..	..	..	..	..	..	..	..	..
" 21 " 24 ..	1	4	$\frac{1}{2}$	..	..	..	..	..	..	..	..	..
" 25 " 28 ..	1	3	$\frac{1}{2}$	..	1	..	..	..	..	..	..	..
" 29 " 32 ..	1	1	1	1	..	1	..	1	..	1	1	3
Group III (Canterbury and Nelson)—												
Areas 33 to 35 ..	1	2	? $\frac{1}{2}$	..	..	..	..	..	..	..	..	..
" 36 " 38 ..	1	4	$\frac{1}{2}$	..	..	..	1	..	..	..	..	..
" 39 " 41 ..	1	2	1	1	..	1	..	1	..	1	1	1
" 42 " 44 ..	1	4	$\frac{1}{2}$	..	1	..	..	..	..	..	..	..
Group IV (Otago)—												
Areas 45 to 47 ..	1	3	$\frac{1}{2}$	..	..	..	1	..	..	..	..	..
" 48 " 50 ..	1	1	1	1	..	1	..	1	..	1	1	1
" 51 " 53 ..	1	4	..	..	1	..	..	..	..	..	..	..
" 54 " 56 ..	1	4	$\frac{1}{2}$	..	..	..	..	..	1	..	..	..

The above distribution is subject to reallocation, to meet local conditions when the scheme is being put in operation.

MEMORANDUM ON THE DEFENCE OF AUSTRALIA.

BY FIELD-MARSHAL VISCOUNT KITCHENER OF KHARTOUM, G.C.B., O.M., G.C.S.I.,
G.C.M.G., G.C.I.E., ETC.

INTRODUCTORY REMARKS.

I. In compliance with the invitation of the Commonwealth Government to visit and inspect the existing military forces and system in Australia, and subsequently to give them the benefit of my experience and advice regarding the development of their latest scheme of defence, I reached Port Darwin on the 21st December, and have since visited military camps in every State.

II. The Minister of Defence kindly arranged for the assembly of troops in these camps on dates to meet my convenience, and, although the season was perhaps exceptionally trying, and not the most suitable for both the men and their employers, good musters were everywhere obtained.

III. My best thanks are due for the facilities afforded me on all occasions to see the troops and fixed defences, as well as for the assistance given me by General Hoad and all the senior Australian officers in my study of the existing military system and local conditions in this country.

IV. Having had considerable experience of Australians working in the field during the South African war, I was not surprised to find what excellent material existed amongst the young manhood of Australia, from whom the defenders of their country must come. I noticed in the camps the great keenness displayed by all ranks in rendering themselves proficient, and in applying the military knowledge they had acquired to the practical conditions of work on the manœuvre ground.

V. In these days, however, excellent fighting-material and the greatest zeal, though indispensable adjuncts, are not of themselves sufficient to enable a force to take the field against thoroughly trained regular troops with any chance of success.

VI. I do not intend to criticize in any detail what I saw in the various camps of exercise, but a great part of my suggestions for the training and organization of the Australian Citizen Forces, in Part I of this paper, have been devised to meet the principal defects I observed, and to enable these camps of exercise in the future to be really instructional, as well as a thorough test of the work done during the year in their home training.

VII. Success in any technical career can only be achieved after a thorough elementary grounding, and this is, perhaps, more marked in the military than in any other profession. The ABC must be carefully studied and practised, so as to understand how to learn properly, as well as how to teach. It is only by correcting mistakes on the spot, and clearly explaining their nature and results, as well as how they should be avoided, that practical instruction can be given in camps both to officers and men.

VIII. The training I saw in the camps indicated that there was a distinct tendency to go too fast, and to neglect essential preliminaries of training for more advanced studies, which the troops engaged were not capable of carrying out properly.

IX. The conclusion I have come to is, shortly, that the present forces are inadequate in numbers, training, organization, and munitions of war to defend Australia from the dangers that are due to the present conditions that prevail in the country, as well as to its isolated position.

X. The danger of want of population and consequent ineffective occupation in many parts of the country is, in my opinion, a most serious existing condition in Australia, as it may greatly imperil the stability of the present state of affairs in the Commonwealth. I feel, however, that this is so well known and recognised that I need not emphasize it further.

XI. I would also mention that railway-construction has, while developing the country, resulted in lines that would appear to be more favourable to an enemy invading Australia than to the defence of the country. Different gauges in most of the States isolate each system, and the want of systematic interior connection makes the present lines running inland of little use for defence, though possibly of considerable value to an enemy who would have temporary command of the sea.

XII. The new Defence Act will give sufficient numbers to defend the country effectively if the Force provided under it is efficiently trained, organized, and equipped. It must, however, be distinctly recognised that a National Force maintained at a high standard of efficiency can only be produced by the work of years, and that such work must be steady and continuous; any divergence from the policy decided on may, and probably will, lead to chaos and useless expenditure of money.

XIII. If plans and essential preparations have been deferred until an emergency arises, it will then be found too late to act, because the strain of passing from peace to war will entirely absorb the energies of all engaged, even when every possible contingency has been foreseen.

XIV. Before putting these recommendations forward, I have carefully considered their financial aspect, and the burden that will thereby be thrown on the country for its defence. The annual cost when the Force would be in full working-order, after passing through the less costly transition period, works out to practically the same as the total sum contemplated under the Defence Bill—viz., £1,742,000.

XV. I have divided my subject into—

Part I.—Recommendations.

Part II.—Transition Period.

Part III.—Fixed Defences, which is confidential.*

XVI. In concluding these introductory remarks, I sincerely hope that the organization I have proposed in Part I may meet the requirements of Australia in forming an efficient National Force for the defence of the country; and I shall always take the greatest interest in the future of the national forces of Australia, and hope to be able to give the Commonwealth Government at any time such further assistance as may be in my power.

KITCHENER, F.M.

Melbourne, 12th February, 1910.

* Printed separately.

PART I.—RECOMMENDATIONS.

STRATEGICAL CONSIDERATIONS.

1. It is an axiom held by the British Government that the Empire's existence depends primarily upon the maintenance of adequate and efficient naval forces. As long as this condition is fulfilled, and as long as British superiority at sea is assured, then it is an accepted principle that no British dominion can be successfully and permanently conquered by an organized invasion from overseas.

2. But in applying this principle to Australasia, considerations of time and space cannot be disregarded. The conduct of a great war depends upon the calculated and proper combination of naval, military, and diplomatic forces; and it is quite conceivable that in the future, as in the past, national considerations may require the concentration of British naval forces in one or other theatre of operations. It follows that, in seas remote from such a concentration, the British naval forces may find themselves for the moment inferior in force to an actual or potential enemy. In such a situation, although our ultimate superiority at sea might not be a matter of doubt, some time might elapse before our command of the sea was definitely assured in all waters. It therefore becomes the duty of all self-governing dominions to provide a military force adequate not only to deal promptly with any attempt at invasion, but also to insure local safety and public confidence until our superiority at sea has been decisively and comprehensively asserted. For this reason it has recently been agreed that the Home forces of the United Kingdom should be so organized as to compel an enemy contemplating an invasion to make the attempt on such a scale as to be unable to evade our naval forces. The same arguments apply to Australasia, and its land forces should be calculated and organized on this basis.

STRENGTH REQUIRED.

3. In estimating the strength of the land forces necessary to meet this requirement, three principal factors should be considered—

- (a.) The great ocean distances which lie between Australia and the territory of any possible enemies.
- (b.) The armed strength and power of transportation over sea of any conceivably hostile nation.
- (c.) The vast extent, and railway communication, of the Australian Continent, which covers an area of 2,948,366 square miles, and possesses a coast-line of 12,210 miles; as contrasted with the smallness of its population, 4,275,000 souls, of whom 1,295,000 are males of a fighting-age.

4. Consideration of these factors leads me to estimate the land forces required at 80,000 fighting-troops. Of these numbers, half would be required to secure the larger cities and defended ports from attack, and so to maintain the public confidence and national credit, while the other half would be free to operate as a mobile striking-force anywhere in Australia.

5. But the best defence is generally by taking the offensive, and there should therefore be no difference in the enrolment, organization, and equipment of any unit.

ORGANIZATION OF FORCE.

6. The Defence Bill, 1909, which has just been passed by the Commonwealth Parliament, gives effect to the principle that every citizen should be trained to defend his country, and I therefore propose to base the following advice as to the manner in which the force of 80,000 fighting-men should be enrolled, organized, and trained on the principle embodied in that Act, which is designed to call into existence a National Citizen Force.

7. In my opinion, the forces should be organized as—

- 21 brigades of 4 battalions each—84 battalions of Infantry.
- 28 regiments of light horse,
- 49 four-gun field batteries, and
- 7 four-gun heavy and howitzer batteries, the whole totalling 224 guns.
- 7 communication companies and 14 field companies of Engineers.

Departmental troops to be provided in proportion.

8. The peace and war establishments of units are given in detail in Tables V and VI, but the rank and file may be summarised as—

	Rank and File.	
	Peace.	War.
Battalion	750	1,001
Regiment of light horse	350	470
Battery	130	146

9. The peace establishment would be found from the 80,000 trained soldiers, and the augmentation to war establishment will be provided by the addition of the recruits and the 25-26-year men.

10. In this connection I wish to explain that, while taking the Defence Acts, 1903-9, as the basis of my proposals, I have departed from the training-periods therein prescribed, because—

- (a.) While the cadet-training is valuable as a preparation, it cannot, in my opinion, replace recruit-training, which is a necessary preliminary to the production of an efficient and trained citizen soldier. For this reason I class the 18-19-year men as recruits, over and above the peace establishment of 80,000 men, but liable to be put in the ranks in war.
- (b.) Soldiers to be efficient should be exercised in camp annually, otherwise the men lose the incentive to home training, the habit of working in units, of moving and living in numbers, and of ready obedience to orders.

11. For this reason I advise that camp training in time of peace should be extended, and I consider that, having regard to the natural military aptitude of the Australian, favoured by the conditions of his civil life, the training should consist of six clear days annually—i.e., from a Monday to a Saturday, inclusive, in addition to all home training.

12. I am of opinion that, if fully utilised under thoroughly competent officers, this training will meet requirements up to the twenty-fifth year. In the twenty-fifth to twenty-sixth year a muster parade would suffice.

13. The training required by law, over and above home training, would then stand—

For junior cadets, 12 to 14 years—120 hours.

For senior cadets, 14 to 18 years—equivalent to 16 days.

Recruit-training, 18 to 19 years—16 days, 8 of which to be in camp.

Trained soldiers, 19 to 20 years—16 days, 8 of which to be in camp.

20-21

21-22

22-23 } years—6 days in camp.

23-24

24-25

25-26 years—Muster parade only.

RESERVES.

14. After which they will be, for the period mentioned in clause 60 of the Act, available as reservists.

15. On this basis the yearly quotas enrolled in the Citizen Force would be—

TABLE I.—YEARLY QUOTAS ENROLLED IN THE CITIZEN ARMY.

Years.	Infantry.	Light Horse.	Artillery.	Total.	Engineers and Departments.
18-19	12,500	1,950	1,450	15,900	1,175
19-20	11,800	1,850	1,370	15,020	1,125
20-21	11,200	1,750	1,320	14,270	1,075
21-22	10,700	1,650	1,240	13,590	1,025
22-23	10,200	1,600	1,190	12,990	975
23-24	9,800	1,500	1,130	12,430	925
24-25	9,300	1,450	1,050	11,800	875
Total 19-25 ..	63,000	9,800	7,300	80,100	6,000
25-26	9,200	1,400	1,000	11,600	850

NOTE.—In the above table an annual wastage of 5 per cent. is allowed for mortality, medical unfitness, absence, and other casualties.

PRINCIPLES REGARDING ENROLMENT.

16. The first and imperative principle for the enrolment and maintenance of these 80,000 men as an efficient Citizen Force is that the nation as a whole should take a pride in its defenders, insist upon the organization being real and designed for war purposes only, and provide the means for properly educating, training, and equipping their officers and men.

17. Unless these requirements be met, no military system can be devised which will be other than an illusion and a source of waste of public funds.

18. The second principle for a successful Citizen Force is a complement of the first. The Force must be an integral portion of the national life. The citizen should be brought up from boyhood to look forward to the day when he will be enrolled as fit to defend his country; and he should be accustomed to practise those habits of self-denial, of devotion to and emulation in the execution of his duty, of reticence, and of prompt obedience to lawful authority, which are essential to the formation of patriotic and efficient citizen soliders.

19. These considerations show how completely a Citizen Force should be kept outside party politics. Political feeling in an army is always a serious drawback to efficiency, and may become a danger to the State.

20. Recruits should be drawn impartially from all portions of the country, and from the whole of the community; and upon the manner in which the reciprocal obligations of the nation to the Force and of the citizen soldier to the nation are brought home to the cities, towns, and shires will depend the value of the armed strength of Australia.

REGISTRATION AND EXEMPTIONS.

21. The application of these principles entails a complete and thorough registration of the youths of the country, and the adoption of a system whereby those moving from one part of the country to another will be traced, and required to continue their training.

22. The question of exemptions will also arise, and in this there are, I think, two broad guiding factors—

- (a.) That the welfare of the family should not be prejudiced.
- (b.) That the State should get the best men available.

Factor (a) points to the exemption of those who are the sole or main support of their family, such as the only or eldest son of a widow, or of a man who is himself incapable of earning a livelihood for those dependent on him.

23. Factor (b) demands the exclusion from the Citizen Force of all criminals, and should restrict the selection of annual quotas to those males who are physically the fittest of their year, and therefore the most eligible for the honour of serving their country. This question will, no doubt, as necessity arises, be fully considered by the Government.

THE DIVISION OF THE COUNTRY INTO "AREAS."

24. In my judgment, the only way to satisfactorily organize and train a Citizen Force of the nature about to be created in Australia is to divide the country into areas from which the National Force will be drawn. Each area should be designed to provide a definite proportion of a fighting-unit, and should be in charge of a thoroughly trained permanent instructional officer assisted by one or two non-commissioned officers.

25. By this means a trained officer will be supplied to live permanently amongst a definite number of the Citizen Forces, whose military proficiency will entirely depend on his efforts to assist them in home training, as well as in maintaining the military spirit of self-denial and *esprit de corps* amongst not only those who are under training, but also the whole community. He will thus be readily available on all occasions to assist both officers and men in his area in their endeavour to render themselves efficient defenders of their country; and when the unit that he has trained joins its battalion, and the battalion its brigade, each will vie with the other, and in this way promote a healthy spirit of emulation and competition in the Force which will foster and encourage true and real efficiency. The estimation of the good services of these officers themselves will depend upon the comparison between the units provided by the various areas.

26. Ten areas should form one group under the supervision of a superior instructional officer, who becomes the brigade-major in time of war. Similarly, each unit would then have a permanent instructional officer as adjutant—the remainder taking charge of the depots left to supply the wastage of the field force from reservists.

27. It is obvious that the extent of the "area" which can be satisfactorily trained by an instructional officer will depend upon the density of the population, and, therefore, upon the time taken for the officer to reach the places where the soldiers assemble for home training as opportunity offers. It is also necessary to fix the relation of the "area" to the unit of the Force, and for this purpose I have taken the Infantry battalion as the standard to govern all estimates.

28. After consideration of these principles, I have come to the conclusion that in the cities two, and in the country three, "areas" should be allowed per battalion of Infantry with a due proportion of other arms.

29. In this connection may I repeat that the whole success of the Citizen Force depends upon the thoroughness and amount of the home training under the area officer.

30. A project (Table II) based on the information now available has been prepared, showing the division of Australia into 215 areas. It is merely an example of what might be done, and on further investigation variations will probably be necessary. To these there is no objection, provided there is no departure from the guiding principle that the "area" produces its definite quota of the Force, and is the sole charge of one permanent officer.

TABLE II.—TRAINING-AREAS, AND TROOPS ALLOTTED THERETO.

Area Nos.				Battalions.	Light Horse Squadrons.	Field Artillery Batteries.	Engineer Companies.	Army Service Corps Companies.	Field Ambulances.
1 to 3	..	..	..	1	2	1	1	..	..
4 „ 6	..	..	..	1	2	..	..	1	..
7 „ 9	..	..	..	1	2	..	..	..	..
10 „ 12	..	..	..	1	1	1	..	..	1
Group I	..	..	..	4	7	2	1	1	1

[Here follows similar table for 21 groups, in 215 areas.]

THE PERMANENT INSTRUCTIONAL OFFICER IN CHARGE OF THE AREA.

31. The duties of the officer in charge of an area would include,—

- (a.) The inspection of the junior cadets training in the schools.
- (b.) The organization and training of the senior cadets.
- (c.) The enrolment, equipment, and training of the adult from eighteen to nineteen years of age.
- (d.) The equipment, organization, and training of the trained soldier from nineteen to twenty-five years of age.
- (e.) The supervision of the registration of all male inhabitants under clause 142 of the Act,

- (f.) The maintenance of lists of males twenty-five to twenty-six years of age who have just completed their training.
 - (g.) Communication to other areas of all changes of residence of men under training, with particulars of their military proficiency.
 - (h.) Information regarding the numbers, residence, and classification of the Reserve men in the areas, and the organization and maintenance of rifle clubs.
 - (i.) A thorough acquaintance with the inhabitants of his area.
32. In all these matters, except registration and enrolment, he would be assisted by the officers of the Citizen Forces of the area.
33. Detailed instructions for the guidance of area officers should be drawn up, and should, amongst other things, require a monthly statement from each area of the progress made in registration, enrolment, organization, equipment, and home training of the Citizen Forces under his charge.
34. The essential importance of these duties to the nation will make the area officer the keystone of the Citizen Force, whose organization and fitness for war will chiefly depend upon the education and training received in the "area."
35. Under this system, it is evident that the responsibilities of the area officer will make it a national necessity that he should be a carefully selected man, thoroughly grounded and trained in his profession, and scientifically educated. No social considerations, no influence, nothing but efficiency should be allowed to affect the selection and promotion of these officers. Their work should be judged by results alone.
36. The selection and education of suitable men for these instructional duties will thus be the foundation of a proficient Citizen Force. They should be taken young, given a complete military education calculated to make them good leaders, strict disciplinarians, and thoroughly competent officers—brought up to realise that their career depends upon their ability to do their duty, and on that alone.
37. In the United States of America, the Military College of West Point sets an example of a severe and thoroughly military training imposed by a democratic Government, and I should advise that Australia can only expect to produce officers of the type required by the establishment of a military college similar in ideals, if not altogether in practice—for that will vary with national characteristics—to West Point.
38. Hitherto it would have been difficult to find employment for the graduates of such a primary military educational establishment, but I have carefully examined this point, and find that, now it has been decided to create a National Force, there will be ample posts to be filled by the graduates of a military college.
39. The area officer should have reasonable prospects of promotion, and there must be systematic supervision of his work; for these reasons I have already advised that over every ten areas a supervising officer be appointed, who would, in war-time, become the Staff officer of the Infantry brigade drawn from his group. In addition, as now, District Staffs will be required in the six military districts of the Commonwealth, officers will be wanted for the Central Administration and for the permanent troops.

FORMATION OF A STAFF CORPS.

40. My recommendation is that a Staff Corps be formed to provide the officers for all these requirements, areas, district and Headquarters Staffs, and permanent troops.
41. This Staff Corps should be entirely drawn from the Military College, and its members should further be sent abroad to study, and be attached to, the other land forces of the British Empire, so that an officer of this Staff Corps would be the equal, if not superior, in military education to the officers of any army in the world.
42. The proposed organization contemplates the formation of 215 areas, which are required to produce a fighting-force of 80,000 men. The officers in charge of each of these areas may be of the rank of captain or lieutenant. In addition, 22 majors will be required, one to supervise every ten areas. The six District Staffs require 25 officers, mostly of field rank; Headquarters will absorb 12; the Military College, 8; and the permanent forces (on the present scale), 48.
43. To allow for officers being absent in other British dominions, on attachment to or studying other armies, at staff colleges, on leave, &c., 6 per cent. of subalterns, captains, and majors should be added. In this way an establishment of 350 officers for the Staff Corps is reached, and their distribution by ranks and duties is shown in Table III below:—

TABLE III.—DISTRIBUTION BY RANKS AND DUTIES OF STAFF CORPS OFFICERS.

Duty.	Lieutenants.	Captains.	Majors.	Lieut.-Colonels.	Colonels.	Total.
Area officers—						
For 215 areas	151	64	..	..	..	215
In charge of 10 areas .. .. .	..	..	22	..	..	22
Permanent Forces	28	11	5	3	1	48
District Staff for six districts .. .. .	..	6	10	6	3	25
Central Administration at Headquarters .. .. .	..	1	6	3	2	12
Military College	1	4	1	1	1	8
Spate for sick, on special courses, attached to other armies	10	4	6	..	..	20
Totals	190	90	50	13	7	350

44. If men of the right stamp are to be attracted to the corps, the pay of each rank must be good ; and in this connection it must be remembered that the circumstances of an officer's services prevent, and rightly so, his participation in commercial ventures. For the Staff Corps to be successful, its officers must concentrate all their energies on their profession, and their pay should therefore be sufficient not only for their keep while serving, but also to insure to them a competence when retired.

45. In view of these conditions, I recommend rates of pay shown in Table IV, with the proviso that in each rank a compulsory deduction should be made, sufficient to assure an adequate provision for maintenance on retirement.

TABLE IV.—PROPOSED PAY OF THE STAFF CORPS OFFICERS.

Establishment.						Pay per Annum.	
Ranks.					Number.		
Colonels .. .. .	..	..	..	..	7	£ 800	to £ 900
Lieutenant-Colonels .. .. .	..	..	..	..	13	700	„ 800
Majors .. .. .	..	..	..	..	50	550	„ 650
Captains .. .. .	..	..	..	..	90	375	„ 450
Subalterns .. .. .	..	..	..	..	190	250	„ 350

THE MILITARY COLLEGE.

46. I have shown that 350 officers are required for the Staff Corps, and I shall now discuss the organization of a military college to maintain that corps.

47. Taking twenty years as the average service of an officer, it appears that after the Staff Corps is up to establishment, the yearly output required from the college will be about eighteen cadets. The minimum length of course required to efficiently ground a cadet in his profession is three years.

48. As has already been pointed out, strict selection should be enforced from the moment a boy becomes a cadet. To allow for the necessary process of elimination, and also for those boys who may show proficiency for some other branch of the public service, I advise that thirty cadets be the annual entry ; adding 10 per cent. to this number for casualties, and the figure $33 \times 3 = 99$, say 100, cadets is reached as the establishment of the College.

49. The age of entry should be not less than seventeen nor more than nineteen.

50. I consider that the method of entry into the college should be as follows : Candidates should be selected from the most capable of the senior cadets, each area officer submitting the name of his best cadet to the major in charge of ten areas, who will then examine these ten cadets and forward five names through the District Headquarters, who will state their recommendations, if any, to the Central Administration. The latter will then select from the names received double the number required, and will refer the ultimate selection from these last to an authority to be determined by Government. This authority might be a Board of Examiners, or the Inspector-General, or the Commandant of the College.

51. A cadet having joined the College, his parents should pay £80 per annum for board, lodging, books, clothing, equipment, and instruction ; except in the case of a cadet obtaining a scholarship, of which there should be twenty for the whole College.

52. Until the Staff Corps is up to establishment, the full output from the College will be required ; once that stage is passed, or in the case of a student showing proficiency for a career other than a military one, he might be excused from military service on the following condition : that he serves and is efficient as an officer in the National Force for twelve years, and attends training as may be laid down, and that during these twelve years he will perform any special military duty required of him at any time by the Central Administration.

53. During the course the cadet must be kept under strict discipline, and taught to keep himself physically and mentally fit. Any cadet unlikely to make an efficient officer, or lacking in the personality necessary to influence and command men, should be removed.

54. On the completion of his course at the College, the cadet should be given his commission, and sent either to India for a winter training—i.e., October to April—or to the United Kingdom for a summer training—i.e., April to October—as an attached officer to a British regiment. On return, he should do one year's duty under the best instructional officer available in an area, in order to learn how best to conduct registration and to promote home training in the area. He should then be fully capable to take over charge of an area.

55. It will be evident that the Director of such a college must be a man of exceptional qualifications, well educated, and accustomed to do his duty fearlessly and thoroughly. He should be supplied with two assistant directors and an adjutant of similar qualifications to himself, and a staff of professors to teach the curriculum, which should be based on that of West Point. From the estimates at the end of this Part it will be seen that the establishment and cost of such a college, when in full working-order, will be £15,050.

56. Any political interference with the management of such institution, in which disciplinary training forms an important part, and the efficiency of which is so essential to the defence of Australia, should be strictly avoided.

THE CITIZEN OFFICER.

57. While the Staff Corps will provide the trained instructor, the leadership of units of the Citizen Force will depend on the citizen officer, and it is therefore all-important that he should be of the most promising material available, chosen young, and selected solely for his capacity for leadership and military knowledge, and devotion to duty. Every opportunity must be taken to educate him in the spare moments of his civil business, and accordingly means of instruction should be available at or near his home.

58. Once selected, the welfare of the Force requires that officers should serve more continuously and for longer periods than their men, and in this way repay the nation for the trust reposed in them.

59. A consideration of these requirements leads to the conclusion that—

- (a.) The citizen officer should be appointed as early as possible in his military career, so that he may, at the most receptive time of his life, study his duties as an officer, and develop his qualifications for imparting instruction and leadership of men.
- (b.) It should be understood that the acceptance of a commission entails a liability to serve as an officer for at least twelve years, but such a liability would not interfere with free movement from place to place in Australia; nor with resignation should the Governor-General be pleased to accept it; nor, subject to the exigencies of the service, with the privilege of leave on private affairs to visit countries outside Australia.

APPOINTMENT.

60. I agree with the principle laid down in the Defence Act, that in Citizen Forces all promotions should be from the ranks; but, in order to get young officers, I advise that for this purpose service in the ranks of senior cadets should count. The ordinary procedure to be followed in the appointment of an officer would then generally be—

61. The area officer would nominate suitable senior cadets as sub-lieutenants in the Cadet Corps; such rank to carry no pay nor command outside the cadets. During the first year of their adult training these sub-lieutenants should be on probation as lieutenants in the Citizen Forces. When approved by the Battalion Commander, and after passing the necessary tests, their names would be submitted, through the usual channels, for commissions.

62. As regards (b), the commission would then be granted on the declaration of the officer that he is willing to serve for twelve years. Under this system it is estimated that an officer would obtain his first commission between the ages of 18 and 20, would reach the rank of captain about 26, and of major about 30 or 32—i.e., when his twelve years' service is about to expire. Above the rank of major no obligation to serve should be necessary; zealous officers would remain in order to command their battalions or regiments, and subsequently brigades.

63. A citizen officer elected to any Parliament should be at once seconded.

INSTRUCTION.

64. The instruction of a citizen officer will be in the first instance afforded to him at or near his home by the instructional officer, who will take special care that the officers of his unit are thoroughly taught in all the regimental work of the unit to which they belong. In addition to this instruction, special courses for technical subjects should be arranged by the District Staffs, and the proficiency attained by the officer going through any of these courses be specially noted in his favour. Moreover, as these officers will doubtless have their evenings free for study, an excellent means for bringing the whole Force together and of giving instruction in military subjects would be the free circulation of a military magazine, which should be edited by and published under the direction of the Headquarters Staff. The same agency should undertake a system of correspondence which has proved to be of value in India, whereby answers are given to questions on military subjects, papers are set, duly corrected and returned, strategical and tactical problems are explained, discussed, and corrected.

65. During the training-period of his arm—sixteen or twenty-four days, as the case may be—the citizen officer should receive good emoluments, and I advise that the pay of a subaltern for this period should be increased to £1 per diem, the other ranks being raised in proportion. The rates for each rank would then be—

								£	s.	d.
Subaltern..	..	..	..	..	..	..	..	1	0	0
Captain ..	..	..	..	..	..	..	..	1	10	0
Major ..	..	..	..	..	..	..	..	2	0	0
Lieutenant-Colonel	..	..	..	..	..	..	..	2	10	0
Colonel ..	..	..	..	..	..	..	..	3	0	0

66. No pay should be allowed for attendance at schools of instruction, but bonuses sufficient to cover expenses should be granted to those officers who pass through the courses satisfactorily and attain the standard of qualification.

THE CITIZEN SOLDIER.

67. The Australian citizen soldier experiences much of military value in the every-day conditions of his civil life. He is generally a good rider, active, lithe, and intelligent. As a cadet he is taught to shoot, and learns the rudiments of drill, and, passing through his recruit adult training, he joins the Force as an efficient soldier. Much will undoubtedly depend on the amount of training that, through self-denial and devotion to his duty, the citizen soldier performs at or near his home; and, if this is done, in my opinion he will be able to subsequently maintain his efficiency as a soldier under the training that has been proposed in this paper.

68. Throughout the period of service, the citizen soldier must remember that he is discharging a duty to his country, and that the pay he receives is not a wage, but an allowance to assist him in the discharge of his duty. I therefore think that the rates of pay laid down in the Act are adequate, and as under my proposals training will continue after the twentieth year, I consider that the pay of a soldier in all subsequent years should be at the rate laid down for the 19-20 year—namely, 4s. per diem.

CITIZEN NON-COMMISSIONED OFFICERS.

69. When, however, a citizen soldier is selected for and is ready to assume the responsibilities of a non-commissioned officer, the case is different. He is doing more than his country absolutely requires, and he should therefore receive higher rates of pay—up to 8s. a day for a sergeant.

70. The selection and training of the non-commissioned officer will be primarily the work of the citizen officer. Promising non-commissioned officers should be sent to schools for further technical training on the same conditions as the citizen officer ; they should be encouraged to extend their services, and are, of course, eligible for commissions.

THE ESTABLISHMENT AND ORGANIZATION OF UNITS.

71. The establishments of the regular army have hitherto been the standard for Australia, and this principle should be observed in the formation of the Citizen Forces.

72. In its application, however, local conditions may require slight variations. For instance, bandsmen are not necessary for a Citizen Force—drummers and buglers will supply all that is necessary ; the details left at the base need not be so many.

BATTALION OF INFANTRY.

73. I should therefore recommend that the combatant war establishment of a battalion of citizen Infantry be fixed at 29 officers and 1,001 other ranks, organized as follows :—

TABLE V.—ESTABLISHMENT OF A BATTALION OF INFANTRY.

	Officers.	Warrant and N.C.O.s.	Drummers and Buglers.	Rank and File.
Headquarters	4	9	..	18
M.G. section	1	1	..	15
8 companies	24	40	16	880
Details to be left in areas ..	..	4	..	18
	29	54	16	931
		1,001		

74. In working out the details it must be remembered that in the ranks will be found tradesmen of all kinds, such as shoemakers, tailors, and pioneers.

75. The establishment of 29 officers should be maintained in peace and war ; that of the other ranks will vary as follows :—

Peace establishment	750
Recruits	143
25-26-year trained men	108
War establishment	1,001

REGIMENT OF LIGHT HORSE.

76. Similarly a regiment of light horse would be organized in—

TABLE VI.—ESTABLISHMENT OF A REGIMENT OF LIGHT HORSE.

	Officers.	Warrant and N.C.O.s.	Trumpeters.	Rank and File.
Headquarters	4	12	..	15
M.G. section	1	1	..	11
4 squadrons	24	60	8	356
Left in areas .. .. .	..	3	..	4
	29	76	8	386
		470		

which should be reached as follows :—

Peace establishment	350
Recruits	70
25-26-year men	50
War establishment	470

BATTERY OF ARTILLERY.

77. The battery would, of course, vary slightly with the nature of the gun ; but for the four-gun 18-pr. battery the present war establishment of 5 officers and 146 other ranks seems suitable.

The battery would then reach its war strength as follows :—

Peace establishment	..	..	..	..	..	..	..	130
Recruits	..	..	..	..	..	..	..	16
								146

Leaving 10 recruits and 18 25-26-year men per battery—i.e., a total of 1,568—to form the nucleus of ammunition columns.

TRAINING.

78. The training of the citizen soldier may be divided into two parts—the home training, which will take place all the year round in the vicinity of the men's homes under the Staff Corps or the citizen officers of the area ; and the camp training, which will be annually held in the neighbourhood, and will generally consist of a brigade of Infantry with a proportion of other arms. In order to sustain the interest of the Force, the instruction given should be of a progressive nature. The soldier should annually be taught the proper practical methods of carrying out some new exercise, as well as being tested in what he has learnt before. Thus a fresh exercise would be studied every year in the area, and practically tested at the camp. When this has been done, the exercise to be studied during the next year should be initiated and explained.

79. This method of training naturally necessitates a systematized arrangement by which each soldier is gradually taught on the ground how to carry out all the duties of his arm.

80. For battalion and regimental training, the assembly of the quotas from two or three areas becomes necessary, and this home training can be done at week-ends. In ordinary years there will be no necessity to go beyond brigade training, which requires the assembly of quotas from ten areas. The selection of the time and place for these annual camps will be of the work of the brigade-major, who should consult the convenience of employers and of the men.

81. Every year, three or more brigades should be selected for concentration, so as to practise commanders, staffs, and railways in dealing with large bodies of troops. These concentrations should be specially arranged for by the Government on the advice of the Military Board.

82. Training should consist of all that is essential to good marching, accurate controlled shooting, and the combination of all arms in attack and defence.

83. Throughout, the principles contained in the manuals of the regular army should be followed, but they must be applied with intelligence and with due regard to the local conditions of *personnel*, ground, and composition of the Force. Land will be required to properly and satisfactorily carry out this work, and in the selection of its site two often conflicting conditions must be reconciled—one that it should be close to cities, in order that units and brigades will lose no time on the road, and the other that it should be large enough for manœuvres. The Act gives power to manœuvre over country at will, but where central large training-grounds can be established in each State, there are many advantages in now doing so before the population thickens and all ground is taken up. Such localities would be used for the annual trainings, and where possible might be made available for the breeding of artillery-horses.

MOBILISATION.

84. Thoroughly thought-out and practical plans for mobilisation and concentration are required before the Citizen Force can be considered prepared for war.

85. Preparation for mobilisation is primarily the work of the General Staff, who recommend the lines to be followed, and advise where, and in what quantities, the munitions for war of the various units should be stored. Concentration can only be satisfactorily effected when the railway and military authorities are in the closest touch and work in absolute harmony. To secure this co-operation, I advise that a War Railway Council be formed, as is the case in the United Kingdom, composed of the Chief Railway Commissioner from each State, under the presidency of the Quartermaster-General of the Citizen Forces, and with an officer of the Headquarters Staff as secretary.

DISTRICT STAFFS.

86. It only remains to consider the Staff organization suitable to administer, control, and inspect the Citizen Force.

87. The organization of military districts, with their Commandants and Staffs, should continue ; but District Commandants should be made to decide all questions which are within their powers. In no other way can decentralisation be efficiently carried out, and it is preferable to run the risk of an occasional mistake rather than to encourage unnecessary dependence on Headquarters.

HEADQUARTERS STAFF.

88. Accepting the Military Board system as I find it in Australia, I consider that its work requires careful allotment, as no subject, other than a matter of military policy, should be laid before the Board if solely in the department of one member who has power to deal with it. It should seldom be necessary to refer such questions as details of dress, saluting-stations, loans of camp equipment, sick-leave, dates of rifle matches, forms to be used for requisition, claims covered by regulations, &c., to the Board. The military members of the Board should remember that on their advice on military subjects the administration of the Forces greatly depends, and should therefore give their opinions on strictly military

grounds, avoiding all political influences, and be prepared to maintain their view under all circumstances. They will thus, by their carefully considered advice, afford great assistance to the Minister of Defence.

89. Consultative members should not, in my opinion, be added to the Board.

DEPARTMENT OF INSPECTOR-GENERAL.

90. The recommendations contained in this Part of my paper, and based on the Defence Act of 1909, will require constant and careful supervision to get the best results.

91. Factories of war-material are projected; contracts for harness, clothing, &c., will be placed locally; and independent inspection of their methods and products will be essential to good and economical administration.

92. For these reasons I recommend that the appointment of Inspector-General be continued, and that he be supplied with a Staff adequate to carry out the duties of the department, and that he should be directly under the Minister.

93. The duties of the department would be—

- (a.) The examination of the state of preparedness for war of the Citizen Force.
- (b.) The inspection of camps.
- (c.) The examination of the results attained by the systems of classification, enrolment, registration, organization, and training of the cadets, the Permanent and Citizen Forces, and their transport.
- (d.) The periodical examination of explosives, guns, and all warlike stores on Commonwealth charge, and the inspection of all factories and contract supplies.
- (e.) Such further inquiries as the Minister might direct.

94. Under the conditions which exist in Australia it would appear to me advisable that the Inspector-General should be appointed President of the Board dealing with the promotion of officers above the rank of major, and should advise on the qualifications of field officers for appointment to the command of battalions, regiments, brigades, and districts.

95. It would seem sufficient to provide at first for—

- (a.) One Inspector-General, who, with an assistant, would be responsible for the department and for the inspection of the state of preparation for war, the troops, and systems.
- (b.) One Inspector of warlike stores, factories, and contracts.
- (c.) Such clerical staff as is required.

ESTIMATED MILITARY BUDGET.

96. However suitable these recommendations may be to the requirements of the country, a great deal must depend on the burden which they will impose upon its financial resources. I have therefore calculated what the annual cost of the Citizen Force would be when all the proposals have reached fruition and would be in full working-order. Naturally, during the transition period the cost of the Force would be less than this forecast, but it must be remembered that a considerable amount of non-recurring expenditure in the shape of guns and munitions of war should be obtained during this transition period, the upkeep of which has been fully allowed for in my estimate.

THE STAFF CORPS.

97. The Staff Corps, composed of 350 officers at the rates of pay that I have suggested, amounts to a total annual cost of £142,000. There will be, in addition, the cost of the permanent services and the 400 warrant officers and non-commissioned officers required in the areas. These, under the new rates, will amount to £234,000, making a total of £376,000.

THE CITIZEN FORCE.

98. The pay of the new Citizen Force has been estimated on the training periods proposed in my paper, and is calculated as follows:—

TABLE VII.—PAY OF NEW CITIZEN TROOPS.

Rank.	Artillery and Engineers.						Other Arms.					
	1st Year.		2nd Year.		Each of Following Years.		1st Year.		2nd Year.		Each of Following Years.	
	Days.	Rate.	Days.	Rate.	Days.	Rate.	Days.	Rate.	Days.	Rate.	Days.	Rate.
Under sergeant ..	17	s. d. 3 0	17	s. d. 4 0	13	s. d. 4 0	8	s. d. 3 0	8	s. d. 4 0	6	s. d. 4 0
Sergeants	25	8 0	..	..	..	..	16	8 0
Lieutenants	25	20 0	..	..	..	..	16	20 0
Captains	25	30 0	..	..	..	..	16	30 0
Majors	25	40 0	..	..	..	..	16	40 0
Lieut.-Colonels	25	50 0	..	..	..	..	16	50 0
Colonels	25	60 0	..	..	..	..	16	60 0

99. Although the number of days in camp decreases after the second compulsory year, officers and sergeants have to attend the full number in order to train first- and second-year men.

The training of the new citizen troops will thus cost—

	£
Pay and horse allowance	276,000
Rations during continuous training	38,000
Forage during continuous training	15,000
Transport of troops	78,000
Clothing, service pattern only	100,000
Horse-hire and local transport	25,000
Miscellaneous	15,000
Total	£547,000

THE MILITARY COLLEGE.

100. I would estimate the cost of the proposed Military College to be—

TABLE VIII.—MILITARY COLLEGE.

Estimated cost for 100 cadets, of whom 20 hold free scholarships.

Military Staff.

Personnel—

	£
1 Director—Brigadier-General	1,200
1 Assistant Director { Responsible for—	
1 „ { (a.) Science of war, military history, and tactics ; and	1,000
1 „ { (b.) Organization, military law, and administration..	700
4 Instructors, at £500 each	2,000
(a.) Garrison Artillery.	
(b.) Field Artillery.	
(c.) Military engineering, topography, and civil surveying.	
(d.) Light Horse and Infantry.	
1 Adjutant and Quartermaster (also instructor in signalling)	400
5 Staff Sergeant Instructors	1,000
2 Military clerks	350

Civil Staff.

6 Lecturers, at £500 each	3,000
(a.) Mathematics.	
(b.) Modern languages (two).	
(c.) General history and English.	
(d.) Chemistry, mineralogy, geology, and physical science.	
(e.) Drawing (including mechanical).	
Fees for lectures in special subjects, hygiene, veterinary, &c.	200
Maintenance of apparatus, books, and material	900
Fees to local practitioners for medical attendance	200
Incidentals, postage, telegrams, &c.	500
Uniforms for cadets (free)	600
Travelling-expenses of officers and families, and double pay to prevent lapse in duties (average 1 per year)	900
Ammunition (gun and S.A.) for practice	1,000
Catering and domestic services, at £50 per cadet	5,000
6 Pay of 1 farrier at £200, 5 stablemen at £150, and maintenance of 50 horses at £30, &c. ..	2,500
27	21,450
Deduct payment of £80 per annum by 80 cadets, 20 holding free scholarships..	6,400
	£15,050

(The first cost of land, buildings, furniture, and horses, &c., is not included.)

INSTRUCTIONAL GRANT.

101. For the instruction of the citizen officer outside the Military College, I have allowed £4,000, made up of,—

The free circulation of a military magazine—one number per month—would cost annually up to	£ 1,200
One clerk	200
Postage, prizes for problems and essays, and incidentals	300
Cost of materials, other publications, and articles from outside sources (say) ..	300
In addition—	2,000
Staff for special courses for citizen officers	2,000
	£4,000

SUMMARY.

102. The other items of the estimate work out at almost the same as that estimated in the fourth year of the Government scheme, except that, with increased training, more gun and small-arm ammunition will be required, and I have therefore added £44,000 to that estimate.

103. By estimating £100,000 for Miscellaneous, a margin of safety has, I think, been allowed.

104. The total cost can thus be summarised at £1,884,000, as below.

TABLE IX.—SUMMARY OF ANNUAL COST IN SEVENTH YEAR OF PROPOSED SCHEME.

	Estimated Cost in Seventh Year of Proposed Scheme. £
Staff corps	142,000
Permanent services	234,000
<i>New Citizen Troops.</i>	
Pay, allowances, and camp expenditure	547,000
New Military College	15,000
Home instruction of the citizen officer	4,000
<i>Compulsory Cadet-training.</i>	
Junior and senior organizations, including all stores required	161,000
<i>Reserves.</i>	
Members of rifle clubs, &c.	126,000
<i>Fixed Defences.</i>	
Material only, construction of works being provided from the "New works" vote	40,000
<i>Mobile Armament.</i>	
Field artillery and machine guns, with vehicles, harness, and all stores	60,000
Small arms	85,000
Ammunition—gun and S.A.	136,000
General equipment	84,000
New works and buildings, rent, repair, and maintenance	150,000
Miscellaneous	100,000
Total	£1,884,000

PART II.—THE TRANSITION PERIOD.

105. If the system I have recommended in Part I is accepted by the Commonwealth Government, a period of transition must elapse before it comes into complete working-order, during which much may be done to make or mar the scheme.

106. It would therefore be of great importance that the working-out of the details during this time should be placed in charge of one or more officers who thoroughly understand the scope and the spirit of the system for the land defence of Australia which I have proposed.

107. It will be easily realised that proposals may be made which would prejudice in the future the efficient working of the new organization, though in themselves momentarily expedient. I think it is therefore essential that all schemes should be tested in the light of their utility to the full-grown Citizen Force, and, when found wanting in that respect, should only be given effect to as purely temporary measures, to be discontinued as soon as the development of the new Citizen Force allows.

AREAS.

108. A great deal of preparatory work may be done in the areas where registration will give the most suitable limits and organization, and in which the young men should be got together in their respective classes with as little delay as possible.

109. I would therefore recommend that the posts of area officers should be temporarily filled by the most suitable available Militia and Volunteer officers, as well as by the existing permanent instructional staff. As regards the former, areas convenient to their civil avocations might be chosen, and an adequate salary given for the work. By the efficient performance of their duties they will obtain valuable experience which will doubtless qualify them for the future command of battalions, regiments, and brigades.

110. The process of merging the existing units into the National Citizen Force will be gradual, and I should advise that the designations and historical associations of the present regiments should be continued under the new system, in which each regiment should have a territorial title as well as a number. In this way the *esprit de corps* of the Militia and Volunteers would be transmitted to the new Citizen Force.

OFFICERS.

111. I do not consider that any of the officers now serving should be transferred to the Staff Corps, which ought to be entirely formed from the graduates of the Military College ; but in order to enable the officers appointed to areas during the transition period to give instruction to the new Force, I would put such officers, when necessary, through a short course in the duties of an area officer. For this purpose I have put in the estimates funds sufficient to provide additional instructors.

WARRANT AND NON-COMMISSIONED OFFICERS.

112. Australia now maintains 229 instructional staff, warrant, and non-commissioned officers ; eventually about 400 will be required.

113. During the transition stage, the existing warrant and non-commissioned officers should be distributed throughout the areas and supplemented by the most suitable appointments that can be made.

114. If these proposals are thoroughly carried out, the completely trained Staff Corps officer will find his area mapped out, the registration complete, the various classes from junior cadets upwards formed, and he should thus take over a going concern, only requiring the guidance which he, by reason of his thorough military grounding, can give to raise each quota of the National Force to the high standard of efficiency which, I hope, the people of Australia will always demand of their military forces.

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