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T A S M A N I A.

H O U S E   O F   A S S E M B L Y.

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**DEFENCES OF TASMANIA :**

**COLONEL SCRATCHLEY'S MEMORANDUM.**

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Laid upon the Table by the Attorney-General, and ordered by the House to be printed, August 2, 1882.



## DEFENCES OF TASMANIA.

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### MEMORANDUM.

THE following Memorandum is submitted for the consideration of the Honorable the Colonial Secretary, to assist in a decision being come to as to what further steps are needed at the present time to complete the Defence Organization of Tasmania in general accordance with the recommendations made by Sir William Jervois and adopted by the Government.

#### *I.—General Outline of Sir J. W. Jervois' Scheme of Defence.*

Since 1878, when Sir William Jervois presented a Report on the Defences of Tasmania, it has been found desirable to introduce several modifications in the original scheme, in consequence of changes and improvements which have been made during the last few years in the construction of ordnance and the mode of mounting guns in coast batteries. In consequence of the increasing importance of Launceston, it has been decided to defer the construction of the battery on Pig Island for the defence of the River Tamar; and moveable defences have been proposed instead, to be established at Brown Bluff. It is considered that, if a battery is to be constructed for the defence of the river, it should be placed close to the entrance, in order to prevent an enemy's vessels from entering the Tamar. Under present circumstances the cost of such a work would be too great to warrant its construction; and it would not be possible, without great expense, to provide for its garrison.

The several modifications proposed or carried out have received Sir William Jervois' concurrence; and it now remains for the Legislature to sanction their completion. The general effect of the changes at Hobart will be to largely increase the defensive power of the batteries; in fact, to render them capable of repelling the attack of an ironclad in the future when auxiliary floating defences are added. The works have been designed on a more extensive and substantial scale than was originally contemplated; the guns purchased for Kangaroo Bluff are much more powerful; and it will be practicable at any time, without much alteration of the several batteries, to add guns or to replace the smaller guns by more powerful ordnance.

These changes have increased the cost of the scheme; and it is necessary to ask Parliament for a further grant of money. This can be entirely justified on the grounds that, having in view the improvements in ordnance already mentioned, it would have been a serious mistake not to have introduced them in the coast batteries at Hobart. It should be observed that the same course has been adopted in all the Australian Colonies, where considerable modifications have been made in the original schemes of defences.

The following is an outline of the Scheme of Defence as now modified :—

#### LAND DEFENCES.

##### HOBART.

- |  |  |
|--|--|
| (1.) <i>Queen's Battery</i> .—Reconstruction, improvement, and repair. | To be armed with two medium rifled guns, five 8-inch S.B. shell guns.            |
| (2.) <i>Alexandra Battery</i> .—Enclosed work, with keep.              | To be armed with two 7-inch and three 70-pr. rifled guns.                        |
| (3.) <i>Kangaroo Bluff</i> .—Enclosed work, with cover for men.        | To be armed with two 8-inch (new pattern chambered), and two medium rifled guns. |

##### LAUNCESTON.

- |   |   |
|---|---|
| (4.) <i>River Tamar</i> .—Defensive position on the left bank near Brown Bluff. | To be armed with two 20-pr. B.L. rifled guns. |
|---|---|

#### TORPEDO DEFENCES.

- |                                     |   |
|-------------------------------------|---|
| (5.) Hobart .....                   | Mines at mouth of River Derwent, with advanced group in front of Sullivan's Cove. |
| (6.) River Tamar (Launceston) ..... | Mines across river at Brown Bluff.  |

#### MILITARY FORCES.

(7.) Garrison Artillery for Hobart .....	200
(8.) Torpedo detachments for Hobart and Launceston .....	50
(9.) Field Forces to repel landings at Hobart and Launceston .....	600
	<hr/>
	850
	<hr/>

At some future time the following changes in the armaments of the batteries at Hobart should be introduced :—

(1.) *Queen's Battery*.—One large gun to be mounted, and the smooth-bored guns replaced by medium rifled guns.

(2.) *Alexandra Battery*.—A large gun to be mounted in lieu of one of the 7-inch guns, which should be shifted to a flank.

I do not, however, consider it necessary to provide these guns at present, as there are many more urgent services requiring immediate attention.

## II.—Present State of Affairs.

### (a) Works at Hobart.

(1.) *Queen's Battery* has been thoroughly repaired, improved, and the guns mounted. One 70 pr. M.L.R. gun intended for *Alexandra Battery* has been temporarily placed in *Queen's Battery*. (2.) *Alexandra Battery* itself has been nearly completed. The keep and enclosure have been deferred, owing to the vote for works having been expended. Two 7-inch and one 70-pr. M.L.R. guns have been mounted. (3.) *Kangaroo Bluff*.—About a third of this work has been executed, and further progress stopped for want of funds. Two 8-inch M.L.R. (chambered, new type) rifled guns have been ordered from England.

### (b) Torpedo Defences.

A contract has been entered into for the stores and equipment required for the torpedo defences at Hobart and Launceston.

### (c) Military Forces.

A Volunteer Force, composed as follows, and with the establishment stated, has been authorised :—

Corps.	Hobart.	Launceston.	TOTAL.
Staff .....	5	4	9
Mounted Corps .....	—	61	61
Garrison Artillery } .....	197	87	284
Field Artillery }			
Engineers (Torpedo Detachments) .....	32	—	32
Infantry .....	302	151	453
TOTALS .....	536	303	839

### III.—Recent Inspection of Volunteer Force.

I made a minute inspection of the Volunteers in the North and South during the month of January, 1882. I have since received reports and returns from the Commandant and other officers of the Force.

The strengths of the several Corps during January were as follows:—

Corps.	Hobart.	Launceston.	TOTAL.
Staff.....	5	4	9
Mounted Corps.....	No	Return.	
Garrison Artillery } .....	185	63	248
Field Artillery } .....			
Engineers (Torpedo Detachments) .....	Not	organised.	
Infantry .....	204	107	311
	394	174	568

It will be seen from this return that the enrolled strength is considerably below the authorised establishment, and the Torpedo Detachment has not yet been formed.

The general conclusions I have arrived at are unfavourable. They are briefly as follows:—  
 (1.) The Volunteer Force is in an unsatisfactory condition. (2.) It is not sufficiently drilled.  
 (3.) Its discipline is indifferent. (4.) There are elements of disorganization in the Force, which, unless checked, must prove fatal to its military efficiency. (5.) The Force is not improving.  
 (6.) It cannot, as at present organised, and in the absence of a regular or highly trained Force, be entirely relied upon for defence purposes. (7.) Changes in organization are imperatively necessary.  
 (8.) It is quite practicable to introduce these changes, but they will involve an increase in the annual expenditure. I feel bound, however, to make an exception in many respects in favour of the Artillery branch of the Force.

It is, at the same time, only fair to state that Tasmania does not stand alone in respect to the unsatisfactory condition of its Volunteer Force. In Victoria, Queensland, and New Zealand the Volunteers are reported to be inefficient, from causes similar to those which exist in Tasmania,—want of daylight drill; absence of power to enforce attendance at drill; insufficient control over the men; indifferent discipline in the force generally. Measures are being taken in the Colonies named to remedy these defects, and they will be referred to hereafter.

### IV.—Present State of Defence Affairs in the Australian Colonies.

It is desirable to cast a glance in passing as to what is being done in the Australian Colonies with respect to Defences. Of all the Colonies New South Wales is undoubtedly the most advanced. South Australia, Queensland, and Tasmania come next; then Victoria; and lastly, New Zealand. It is fair to state, however, that proposals are now before the Victorian Parliament, which, if adopted, will place Victoria, in two or three years, on an equality with New South Wales as regards preparedness to resist attack. The measures adopted in all these Colonies have for their object the security of the Capitals and principal harbors against attack by land and sea from a squadron of cruisers, and, in some cases, ironclads. The defences provided comprise batteries on shore, torpedoes in the water, and land forces, together with gunboats and torpedo boats, and the necessary naval forces. The provision of external naval defences for the protection of the seaboard and commerce has not as yet been gone into, although Rear-Admiral Wilson, R.N., the late Commodore of the Australian Naval Station, has submitted proposals on the subject.

With regard to the Military Forces in these Colonies, the reorganization carried out since 1877 in New South Wales and South Australia has been attended with great success; and both Colonies now possess very creditable and efficient land forces. Prior to the reorganization, the state of affairs was worse than in Tasmania. In Queensland steps are being taken to remodel the Volunteer Force somewhat on the South Australian system; and in Victoria it is proposed to introduce a modification of the New South Wales organization.

I annex to this memorandum a paper on Defence Organization, which is based on the Report of the Military Defences Inquiry Commission of New South Wales. In this paper will be found full particulars relating to the organization now in force in the several Australian Colonies, and of the changes recently introduced or proposed. After carefully weighing the matter, I am of opinion that an organization similar to that in force in South Australia will be found to be best suited to Tasmania, with such modifications to suit local circumstances as may be found necessary.

### *V.—Recommendations affecting the Tasmanian Volunteer Force.*

Before introducing any change it will be necessary to institute a careful inquiry into the whole question: in fact, to follow the course adopted by the Government in Queensland, where, on my reporting, after one of my periodical inspections, that the Volunteer Force of that Colony was of little value for defence purposes, a Military Committee was appointed.

The Committee was instructed to enquire "into the working of the laws and regulations for the establishment and maintenance of the Volunteer Force, including the appointment, promotion, and examination of Officers, and the arrangements for the management of the Force; also, to suggest improvements in organization or otherwise, with a view to military efficiency and economy in expenditure."

The Committee was composed of myself (as Inspecting Officer) the Commandant, the Officer Commanding the Volunteer Artillery, and the Officer Commanding the First Regiment of Rifles, with the Staff Officer as Secretary. The subjects included in the enquiry were detailed under the following heads:—

- i. Authorised and present establishment and distribution of Force.
- ii. Laws and Regulations. Corps Rules.
- iii. Present condition of Force.
- iv. Training of Officers, Non-commissioned Officers, and Men. Encampments, daylight drills, field firing for infantry, gunnery instruction, submarine mining.
- v. Appointment, promotion, and education of Officers and Non-commissioned Officers.
- vi. General Staff and Instructors. Inspecting Officer.
- vii. Warlike and Military Stores, Estimates and Expenditure, Ammunition, Clothing, Military Library, Lectures, Bands, Rifle Association, Prizes for shooting (rifles and guns).
- viii. Rifle Companies and Volunteer Reserve.

Prior to the assembly of the Committee I addressed a series of questions to each Officer commanding a Battery, Company, or Corps. Returns were called for, and the Commandant collected information on all points relating to the enquiry. These reports, returns, and documents were condensed, and circulated to the Committee before it sat. It was not found necessary to take oral evidence, as the reports of Commanding Officers comprised all the information that was required, and the Committee completed its task in a few sittings.

This is the course which I recommend for adoption in Tasmania. It is more likely to lead to a definite result than any other, as the report of such a Committee will be deserving of every consideration, coming as it will from Volunteer Officers of experience in the Colony, intimately acquainted with the subjects referred for inquiry, and best able to submit proposals which they will personally be interested in and have the duty of carrying out. It is quite obvious that changes must be introduced; and I consider it would be dangerous to rely upon the Force on its present footing, without a distinct understanding as to its value for defence purposes.

### *VI.—Further steps to be taken in order to complete Defensive Measures on Land.*

As to the defensive measures generally, it is unnecessary to delay their completion until the reorganization of the Volunteer Force has been decided on. Any changes that may be made will not in any way affect the scheme of defence.

#### *(a) Works and Armaments at Hobart.*

*Alexandra Battery* should be completed, by the construction of the enclosure and keep, to protect its rear and prevent its capture by a party of men landed for the purpose. In its present unfinished state the battery would require a body of men to be detached for its support, and considering that the strength of the Land Forces to be maintained is small, this detachment could not be provided without an increase in the numbers proposed. The armament for the battery is in the Colony.

*Kangaroo Bluff* should also be finished, to receive the new pattern 8-inch guns which have been ordered. Two medium rifled guns are required for the flanks of the battery, which, in consequence of its isolated position, should possess an effective armament.

*Queen's Battery* is in good order, and being a retired work, mainly required to guard the torpedo defences, it will suffice for the present. Two medium rifled guns should

be ordered when funds can be provided, in order that the 70-pounder placed there temporarily may be transferred to Alexandra Battery. Some additions will have to be made on the left flank of the work in connection with the electric lights, which will shortly be supplied.

*Prince of Wales' Battery.*—I recommend the removal of the obsolete armament of this Battery, and its dismantlement. The parapet should, however, be repaired, the magazine kept in order, and the site fenced in, as the position is a commanding one. It should on no account be alienated, as it is necessary for defence purposes to retain a site overlooking the harbour on that side of Sullivan's Cove.

(b) *Torpedo Defences at Hobart and Launceston.*

When the stores and equipment already contracted for have been received, the establishment of the organization for working the Torpedo Defences should be proceeded with vigorously. I have already recommended that an instructor for the torpedo detachments should be procured from England, as without him the submarine defences cannot be properly organised. The other colonies are taking steps to provide these instructors. The Non-commissioned Officer would come from the Torpedo School at Chatham, and be on the same footing as the Gunnery Instructor at Hobart.

(c) *Medium Guns for Kangaroo Bluff and Queen's Batteries.*

I have stated that four medium\* guns are required. Before they are ordered, I recommend a further reference to England, as, notwithstanding the sufficiency of the power of the 80-pounder (converted) M.L.R. guns,—the guns originally recommended,—it is advisable not to purchase new guns of an old type. The number of guns at Hobart will be small, and it is absolutely necessary that they should be as effective as possible. The difference in cost must not be allowed to stand in the way.

(d) *Field Guns for Hobart.*

The question of field guns for Hobart has already been considered, when it was decided that two 7-pounder M.L. screw guns, with a moderate pack-horse equipment, should be provided, and that as soon as the best pattern for breech-loading field guns had been settled, two should be ordered. It is only natural that the Hobart Artillery should be anxious to have two field pieces of the latest type, besides the mountain guns, and I consider that no unnecessary delay should occur in providing them. The corps deserves every consideration and encouragement. It would, however, be a very grave error to act precipitately in the matter. It is necessary to ascertain whether a final decision has been come to in England as to the best pattern, not only of guns, but of carriage. The main difficulty in settling the matter is, that a light, but powerful, gun is wanted. A heavy field gun, except it is intended for use as a gun of position, would be completely out of place at Hobart, where the ground is not practicable for wheels, once the roads are left. This was the opinion of General Sir Henry Lefroy, R.A., when I consulted him on the subject.

(e) *Defence of Launceston.*

This question has been dealt with in a separate paper. Upon my recommendation a Committee was appointed last year to report upon the subject. Having in view the growing importance of Launceston, as the outlet for the important districts in the north of the Island, I came to the conclusion that it would be preferable to defer the construction of the defence work recommended by Sir William Jervois to be placed on Pig Island, as the position was not sufficiently advanced for a satisfactory defence of the River Tamar. Sir William Jervois and Sir Henry Lefroy concurred in that view. The new proposal is to establish, on the outbreak of war, a defensive position at Brown Bluff, about 9 miles from Launceston, and on the left bank of the river, to bar the advance of an enemy by water or land. In the future a defensive work could be placed close to the entrance in order to prevent hostile vessels entering the river at all. The Committee's report goes into the whole question in detail, and is accompanied by a highly creditable reconnaissance map of the country prepared by Captain Boddam.

The armament required for the defensive position comprises:—Two 20-pounder B.L.R. guns of position, and any available field pieces on travelling carriages. As already stated, torpedoes will be laid in the river, and they have been provided for.

## VII.—*Naval Defences.*

The plan of defence now being carried out is intended to protect Hobart and Launceston against unarmoured cruisers or privateers.† The scheme for several of the other Australian Colonies are on

\* Medium is the term applied to guns corresponding with 64, 70, and 80-pounders now in the service.

† Vide Sir W. Jervois' Report.

a larger scale. They are planned so as to secure the capitals and principal harbours from attack by a squadron of several ships, of which one or more might be ironclads. For this purpose, floating, or what may be termed naval defences, are being provided as auxiliaries to the coast batteries.

These naval defences should be classed under two heads:—(1) for harbour defence, and (2) for the external defence of the seaboard and commerce. Under the first head should be classed gunboats and torpedo boats; under the second head, swift cruisers and armed merchant vessels. The latter would form part of a federal naval defence maintained by all the colonies, a subject which does not come within the scope of this memorandum.

### *Naval Harbour Defences.*

(1.) *Gunboats.*—The vessel best suited for the purpose is of moderate size and speed, with a small draught of water, and is armed with one or two heavy guns. Boats of this type are being built in England, and have been introduced in the British and foreign navies.

The most suitable size for Hobart is the gunboat of the *Alpha*\* type, carrying one 8-inch gun forward, and one 6-inch aft, both B.L. new type chambered Armstrong guns. The boat is built entirely of steel; its principal dimensions are as follows:—

	feet.	inches.
Extreme length.....	118	6
Breadth .....	27	0
Draught of water .....	7	6
Displacement .....	319 tons.	
Indicated horse power .....	180	
Estimated speed.....	10 knots.	

Besides the heavy guns there are two 9-pounder B.L. new type guns, and two machine guns. The engines are of the most improved type; they and the boilers are placed below the water line. The bunker capacity is equal to 200 hours full speed steaming. The boat sails well. Several boats have made the voyage from England to China. For the sea voyage they are rigged, and when equipped for fighting the rigging is dispensed with so as to reduce the visible bulk of the boat.

From information furnished me by Sir W. Armstrong & Co., I find that these boats could be utilised in time of peace for government service along the coast. The Queensland Government intends to purchase a 10 knot boat, to be used for coasting service in peace, and for defence in time of war. Two of these boats, one a 12 knot, and the other a 10 knot, have been ordered by the Victorian Government. It is scarcely necessary to remark that, with such a boat at Hobart, the power of resistance of the defences would be so largely increased as to place them in a fair position to meet the more formidable attacks which the other Australian Colonies are preparing for.

(2.) *Torpedo Boats.*—Besides gunboats, torpedo boats are now considered to be necessary for harbour defence; and, where the choice has to be made, they should be provided before the gunboats. There are numerous classes of torpedo boats. They vary in size from the small boat of 13 knots speed, 58 feet long, costing £2000, to the 20 knot boat, 110 feet long, costing £10,500. The larger boats are intended to go to sea, and will stand rough weather. They also carry machine guns. The boat best suited to Hobart would be a 17 knot boat, about 67 feet long and 8 feet 6 inches beam, costing £3300. A boat of high speed is wanted. It could be fitted with the spar, as well as the Whitehead or fish torpedo; and it could be utilised in time of peace for the Government harbour service. The firm of Thornycroft & Co., near London, is considered to be the best, as producing the finest torpedo boats of the size proposed. Of course, to obtain the best results, two or three boats are required; but, where economy has to be exercised, the presence of one boat would have a very great moral effect on the enemy's proceedings. Where suitable steam launches are owned by private parties they should be surveyed and registered for use in time of war. This is a matter which should be looked into at once. The number of men required to man torpedo boats is very small.

### *VIII.—Estimates.*

A. The cost of completing the scheme of Defence in the manner explained in this Report is given below, and has been divided under two heads,—(a) Works and armaments that cannot be dispensed with; (b) Armaments that are recommended if funds can be made available.

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\* *Alpha* is the name of the first of a fleet of gunboats built for the Chinese Government by Sir W. Armstrong & Co., of Newcastle-on Tyne.

WORKS.*		(a)	(b)
		£	£
i. To complete Kangaroo Bluff Battery .....		4500	—
ii. To complete Alexandra Battery .....		1500	—
iii. For Queen's Battery .....		500	—
iv. For Prince of Wales' Battery .....		150	—
<i>Total Works</i> .....		6650	—
ARMAMENTS.			
v. Two medium rifled guns, with ammunition, for Kangaroo Bluff Battery .....		1800	—
vi. Two medium rifled guns, with ammunition, for Queen's Battery .....		—	1800
vii. Two 7-pounder mountain guns with modified equipment, and two field guns, with ammunition, for Hobart .....		1000	1000
viii. Two 20-pounder B.L.R. guns for Launceston, with equipment and ammunition .....		1500	—
<i>Total for armaments</i> .....		4300	2800
<i>Total Expenditure to complete scheme of Defence</i> .....		£10,950	£2800

If economy must be exercised, the purchase of medium guns could be deferred for a time. If, instead of new type medium guns, 80-pounder converted guns were ordered, there would be a saving of a few hundred pounds on items 5 and 6, but I do not recommend this course.

*B.* The capital cost of Naval Defences would be as follows:—

i. Gunboat, as described in this report .....	£27,650
ii. Torpedo Boat, ditto .....	3300

To these amounts would have to be added the expense of sending the boats to Tasmania, estimated—

- i. For Gunboat, £2500 to £3000.
- ii. For Torpedo Boat, £500.

*C.* The annual cost of maintenance for the Military Forces will depend upon the decision as to whether the payment system is to be adopted for the Volunteer Force, and the proposal to establish a nucleus of Permanent Artillery is to be abandoned. Under the present organization the Volunteers cost £4252 per annum for 610 officers and men. That number however is insufficient, and even if the pay system is not adopted, the annual expenditure must be increased so as to provide for 850 officers and men.

Whether the system of payment should be adopted or not, and what should be the amount of pay given, are entirely questions of policy that can only be decided by the Government and Legislature. As military adviser I can do no more than represent facts, point out defects, and suggest remedies.

*D.* As to the cost of maintaining the Gunboat and Torpedo Boat,—on the assumption that these boats are utilized during peace for the Government service, and that the Defence estimates would only bear the cost of retaining fees to the officers and men and contingencies—the sum of £800 would suffice for the Gunboat, and £200 a year for the Torpedo Boat.

### IX.—Recapitulation.

To recapitulate, the several recommendations made in this report are as follows:—

- (a.) The batteries at Hobart to be completed, at a cost of £6650 for works.
- (b.) The purchase of additional rifled guns for the batteries at Hobart, to be sanctioned when funds are available, at a cost of £3600.
- (c.) The provision of four rifled guns (2 mountain and 2 field), for the field artillery at Hobart also to be provided for, at a cost of £2000.

\* The plans for these works are now being completed by Captain Boddam under my direction, and work could be commenced at once.



(d.) Two 20-pounder B.L. rifled guns to be ordered for Launceston, at a cost of £1500, in order to provide for the defence of that place, in accordance with the new plan which has been approved.

(e.) The question of floating defences for Hobart to be considered, with a view to ordering a Torpedo Boat that can be utilised as a harbour boat for the Government service, which appears to be much required.

(f.) A Military Committee to be appointed to enquire into the present state of the Volunteer Force, and suggest what changes, if any, are required to render it efficient for defence purposes.

In conclusion, I have to advise that, in consequence of Colonel Angelo's departure, application should be made to the Imperial authorities for the services of an Army Officer *on the active list* for a period of five years, to take up the duties of Commandant. It is scarcely necessary to remark that the defence organization of Tasmania will never be placed on a satisfactory and permanent footing until an officer of experience is placed at its head. This officer must be sufficiently paid, and must be given security of tenure of office for a term of years.

P. H. SCRATCHLEY, *Colonel R.E.,  
Inspecting Officer.*

*Melbourne, 15th June, 1882.*

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## APPENDIX.

## MEMORANDUM ON DEFENCE ORGANIZATION.

[Based upon the Report of the Military Defences Inquiry Commission of New South Wales.]

## Introduction.

THE report of the Military Defences Inquiry Commission of New South Wales claims special attention, owing to the fact that five of its members were military officers, viz.—Colonel Scratchley, C.M.G., R.E., Consulting Military Engineer to six of the Australasian Governments\*; Colonel Anderson, C.M.G., Commanding Local Forces of Victoria; Colonel Downes, R.A., Commanding Local Forces of South Australia; Colonel Richardson, Commanding Local Forces of New South Wales; and Colonel Roberts, Commanding Artillery Forces of New South Wales. Two of the officers named—Colonel Scratchley and Colonel Downes—are now serving, and the remainder have served, in the Imperial Army. This is the first time in Australia that five military officers, possessed of varied and extensive experience in colonial military affairs, have been brought together. Their opinions, as embodied in the report of the Military Committee, must therefore carry very great weight, and will be of service to the Australian Governments in general. They brought to the inquiry an intimate knowledge “of what is wanted, and of what can be supplied. They may be regarded as the most efficient body ever brought together to deal with the subject of defences, and as they did their work thoroughly, their report is a manual or text-book from which all the Colonies may take lessons. The recommendations made are of a practical character, and such as could be given effect to.”†

The Commission was appointed to inquire into the working of the laws, regulations, and arrangements made for the establishment and maintenance of the military forces of New South Wales, including the system of examination for appointments and promotions therein, and to suggest improvements with a view to economy in expenditure and efficiency in organization,—and generally to report upon the whole subject of the military defences of the Colony.

It will be seen from the proceedings that a Sub-committee, composed of the military members already referred to, and presided over by Colonel Scratchley, was formed in order to collect information and submit their opinions on the purely military questions involved in the inquiry. In addition to this, Commodore Wilson, R.N., A.D.C., Commanding the Australian Squadron, gave evidence, and laid before the Commission suggestions respecting the naval defences which he considered should be adopted in order to complete the defence organization of New South Wales. Thus the report and proceedings of the Commission embody all points connected with the naval and military defences of New South Wales.

It should be noted that the Commission accepted as a basis for their deliberations the scheme of land defence recommended by Sir William Jervois for New South Wales, remarking as follows:—“With the scheme of coast fortification and defence recommended by that eminent authority, Sir William Jervois, the Commission of course did not feel it within their province in any way to interfere. What the various local Governments have adopted on the recommendation of this distinguished officer may well be left to the test of actual experience whenever the occasion shall arise. How the forces for the working of these defences are to be raised and managed, and what should be the number, distribution, and description, are the questions to which the Commission have directed their attention.”

The question of naval defence, although not included in the instructions issued to the Commission, was entertained because it was found impossible to consider the military defences without taking into account the naval measures required to complete the defence organization of New South Wales. It will be found that the Commission in their report confine themselves to the naval measures for harbour defence; at the same time full information regarding the naval defences for the protection of commerce, etc. will be found in the evidence received by the Commission from Commodore Wilson and Colonel Scratchley.

Although the defence organization of New South Wales is necessarily on a much larger scale than that of the other Australian colonies, with the exception of Victoria and New Zealand, the general system of defence which is considered best for New South Wales will be found to be the

\* New South Wales, Victoria, Queensland, South Australia, Tasmania, and New Zealand.

† Melbourne *Argus*, July 30th, 1881.

best for all the other colonies; modifications being admitted to suit local circumstances and requirements. The proposed measures are based on the same principles and are composed more or less of the same elements, consequently it must be attended with advantage to consider how far the changes and improvements recommended by the Royal Commission in the defence organization of New South Wales are applicable to the other colonies.

It is with that object in view that this memorandum has been prepared for the consideration of the several Governments.

### *Conclusions and Recommendations of New South Wales Commission.*

The conclusions and recommendations of the Commission may be briefly stated as follows:—

(1.) The absolute necessity for maintaining a sufficient force of Permanent Artillery is insisted on:—"In time of peace, the care and guarding of the guns, magazines, and appliances demand the presence at all times of a skilled and disciplined body of men, and at the outbreak of hostilities, however efficient and numerous the reserve or Volunteer Force may be, a large percentage of thoroughly competent and highly-drilled soldiers is necessary for the working of each gun. In a matter of this kind an error on the side of false economy might be fatal. Nature has favoured the construction of some very formidable batteries at a moderate cost, but it must never be forgotten that the artillery placed in position will not answer the purpose intended unless handled with the utmost skill and precision attainable. Universal experience has shown that this skill and precision can be secured only by careful and continued drill as a business, and not by occasional exercise differing very little from a pastime. The fully instructed artilleryman is in reality an artisan of a high order, and time, habit, and systematic teaching are necessary to make him thoroughly competent."

(2.) The formation of a reserve of trained men is strongly urged:—"As the members of the permanent force retire from actual service on the termination of their engagements, being then well disciplined and instructed artillerymen, it is of the utmost importance that means should be adopted to secure their services for a further period of five years in case of emergency. The Commission therefore recommend the formation of a reserve force, to be composed of those who have passed through the regular force, and of such other equally fit and approved artillerymen as may present themselves for enrolment, to a number not exceeding 560 men. A considerable period must elapse before this limit can be reached, but this reserve force would be a constantly growing body, and would be as efficient as the permanent force. It is thought that by a retaining fee of £6, and a payment of 10s. for each of twelve daylight drills, coupled with the prospect of employment in the Railway or some other department of the Public Service, the ranks of this reserve force would fill up with reasonable rapidity."

(3.) The Commission recommend the retention of the existing paid Volunteer Force, as a "*Volunteer Militia*," with the present rates of pay (£12 per annum)\*; but they advise that the number of daylight drills be increased to thirty per annum, exclusive of the continuous training of six days in each year; also that more stringent regulations be adopted to ensure discipline. They are further of opinion that the Volunteer Militia should be enrolled for one year, with leave to retire at any time, on giving one month's notice and complying with the regulations, and submitting further to a penalty of two pounds. It is only fair to state that a majority of the Commissioners were in favour of maintaining the militia on a less expensive footing. The fear that a reduction in pay might lead to a break up of the force, induced the Commission to insist upon increased work being exacted in return for the high rates of pay. This point should not be lost sight of in determining the rates of pay to be adopted, should it be decided elsewhere to introduce the payment system for compulsory attendance at daylight drills. The moderate rates in force in South Australia (2s. 6d. for half days and 5s. for whole days) are quite sufficient to secure the amount of training requisite.

(4.) The Commission suggest the formation of a purely Volunteer Force, to be affiliated to the Volunteer Militia, and trained with it; but they confine the expenditure on this force to the provision of instruction, arms, and ammunition,—clothing being specially excluded.

(5.) They advise the reorganization of the paid Volunteer Naval Brigade, so as to establish it as a Naval Reserve, for service afloat in armed steamers, gunboats, torpedo launches, and boats for patrol and observation.

(6.) On the question of the appointment, promotion, and education of officers, the Commission adopt the recommendations of the Military Committee to the following effect:—

"(i.) With regard to the Permanent Artillery officers, the Committee are of opinion that preference of appointment should be given to officers who have served in the Royal Artillery, but that the junior grades should be open to ex-Imperial officers of other branches of the Service, and

\* The £12 per annum paid as follows:—20 half-day drills, at 5s., £5; 6 days' continuous training in camp, £3; the balance, £4, as a bonus at end of year if the man fulfils all conditions.

especially to candidates identified with the Colonies. The Committee submit these proposals on the understanding that the regulations in regard to qualifying examinations, with limit as to time, are strictly carried out."

"As to the education of officers, the Committee are unanimous in recommending that a school for instruction with the necessary instructors be formed, in order that officers may attain a defined standard of military knowledge. Instruction to be conducted by qualified officers, and to include such subjects as reconnaissance, field-sketching, surveying, field fortification, minor tactics, elementary chemistry, and mathematics.

"(ii.) With respect to the officers of the other branches of the Local Forces, the Committee recommend:—

"(a) That the nomination or elective principle for the appointment of commissioned officers be abolished, and that the present laws, as to candidates being obliged to produce a certificate of having passed either the Civil Service test examination or one of a higher degree, should continue in force.

"(b) That, prior to promotion, officers should, as at present, pass an examination as to fitness for higher command; and that some knowledge of field fortification, reconnaissance, and minor tactics be required.

"(iii.) Whilst the Committee, with a view to economy, recommend, for the present, one school of instruction, they consider that all officers of the Local Forces should be required to go through a course suitable to the branch in which they are serving, embracing such subjects as minor tactics, field-fortifications, surveying, and reconnaissance; and for which they should be granted certificates of proficiency.

"(iv.) The Committee strongly recommend that a military library and a reading and lecture room should be established in some convenient position in Sydney, subject to the control of the Commandant, and that an annual grant should be made for the purchase of books and the expenses of the reading-room. In the opinion of the Committee much good would result if lectures and discussions on military subjects were encouraged."

(7.) The Commission also endorse the recommendation of the Military Committee as to the appointment "of an Imperial officer as Inspecting Officer of the Australian local forces, and Military Adviser to the several Governments. This appointment to be held from three to five years, subject to renewal. The duties of this officer should be to conduct periodical inspections of the local forces and the military defences and establishments of the Australian Colonies, and advise the Governments on all subjects connected with the maintenance of the local defences. In time of peace this officer would not exercise any executive command, but in time of war, should there be combined or federal arrangements for defence, he would assume supreme direction. The Committee, in making this recommendation, desire not to lessen the authority or full responsibility of the local Commandants, but rather to strengthen their position."

(8.) Lastly, the Commission approve the following suggestions of the Military Committee on sundry subjects relating to the organization and equipment of the Local Forces:—

"The Committee desire to allude to a proposal which has been brought before the Committee by Colonel Anderson, to the effect that a general assembly of the Australian local Forces should take place at some convenient place during Easter week of 1882. It is believed that there would be no difficulty in assembling from five to six thousand men for general manœuvres. It is scarcely possible to exaggerate on military grounds alone the importance of such a muster, as affording an opportunity for showing the military training and mobility of the several local forces of Her Majesty's Governments in Australia. The effect of demonstrating the military strength available for the defence of any one Colony attacked is not to be overlooked as a powerful argument in favour of the proposal.

"*Supply of Ammunition.*—The supply of ammunition in time of war is a subject which the Committee consider should not be overlooked by the Royal Commission, and the majority recommend that steps should be taken to purchase a plant for the purpose of making up small arm ammunition. Colonel Downes suggests the establishment of a central Arsenal for all the Colonies.

"*Supply and distribution of Water and Ammunition in the Field and Ambulances.*—The supply and distribution of water and ammunition to troops in the field, and the establishment of ambulances, are matters of the highest importance, which should engage the attention of the Colonial military authorities.

"*Commissariat Supplies.*—The Committee see no difficulty in arranging for the Commissariat supplies to troops in the field, and consider it unnecessary to make any recommendation on the subject."

*Principles upon which Australian Defence Organizations should be based.*

For all practical purposes, so far as the majority of the conclusions set forth are concerned, the Commission are unanimous, and where there is any divergence between the views of the military and non-military members it is due to local considerations. There is no difference of opinion as to the principles upon which the defence organization of New South Wales should be based. As before stated, these principles are common to all the Australian Colonies.

Moreover, Sir W. Jervois recognizes these principles in his schemes of defence, which are based upon the following data :—\*

- (a) That there is no probability of an expedition on any extensive scale being despatched against Australia so long as Great Britain retains command of the seas.
- (b) That, in the event of Great Britain being engaged in hostilities with any great maritime power, a sufficient watch would be kept by the Imperial Navy to intercept, or follow up, an expedition directed against Australia.
- (c) But the enemy might no doubt despatch one or more cruisers to make a descent upon Australia, or operate against her commerce. A squadron intended for such an operation might consist of three or four vessels, one or two of which might be ironclads. Eluding our cruisers, and appearing suddenly before one of the capitals or chief towns of the Colonies, it might capture the merchant vessels lying in the harbour, intercept any of the numerous vessels conveying valuable shipments of gold, or, under threat of bombardment or after actually firing into the city, demand and obtain a payment of many millions of money.
- (d) Or this object might be attained by an enemy landing a force in the vicinity of the city with the view of marching upon it.
- (e) Again, the enemy might occupy any of the large ports on the coast with a view to ulterior operations, or he might procure supplies of coal from an unprotected coal dépôt.

Sir William Jervois aims at fortifying the principal harbours and approaches to the capitals, and provides field forces, where required, to resist a landing of the enemy. He also recommends the provision of armed vessels (in some cases armoured) for the general defence of the towns on the sea coast, for the protection of local commerce, and as a provision against bombardment from the open sea in those cases where this mode of attack is practicable.

In my report upon the defences of New Zealand I adopted the data thus laid down, so far as the fortification of the principal harbours was concerned.

It is true that Sir W. Jervois and Commodore Wilson are not agreed as to the nature of the attacks to which the Australian Colonies are exposed; but, on closer examination, it will be found that this difference of opinion is merely one of degree. Sir W. Jervois desires to provide efficient defences against the attack of several cruisers, and possibly an ironclad, and also against the landing of a hostile force. Commodore Wilson does not consider it necessary to go so far. Basing his arguments upon the coal vitality of an enemy's ship, he does not believe it is practicable for any but armed merchant vessels to attack Australia. He dismisses from consideration the practicability of expeditions on an extensive scale. In effect, Commodore Wilson sees no necessity for ironclad vessels for colonial defence, and only desires to provide auxiliary naval defences—in the shape of armed merchant vessels—to reinforce the Imperial Squadron maintained in Australian waters.

At the same time both naval and military authorities concur as to the absolute necessity of fortifying the harbours of the capitals of the Australian colonies against attack, together with such other ports and coal dépôts as may afford places of refuge and shelter in case the Imperial Navy should be worsted or overpowered in a sea fight. †

\* *Vide* Sir W. Jervois' report on defences of Tasmania.

† Admiral Hoskins, R.N., Commodore Wilson's predecessor in command of the Australian Squadron, wrote to this effect to the Governor of Tasmania.

The following is an extract from his letter :—"The effective strength of the Australian Squadron under my command at present consists of four ships, including my own pendant ship. With this force, as at present advised, in the event of war being declared, the interests of eight colonies will have to be cared for, and their commerce as far as possible protected. The principal duty of the Commander of a naval force is to meet a hostile squadron wherever it can be found, and endeavour to stop its ravages *in limine*, and not, by dividing and shutting up his ships in the different ports, to give the enemy the command of the seas, and the power of attacking them separately and in detail. He has a right to expect that the principal ports shall be protected by land forces and batteries, either afloat or on shore, sufficiently strong to protect them against an ordinary cruising squadron; and by heading it off, or delaying it, to give him a better chance of intercepting it, and also to afford him a refuge and shelter in case of his being worsted or overpowered in a sea fight. To call on ships to protect the ports, instead of the ports the ships, is to invert the obligation, and prevent their performing their proper duties. Should the enemy not send a squadron to these seas, but only single cruisers, acting independently against our commerce, corresponding steps would of course be taken; but even then, to enable detached vessels to act with vigor and success, it would be necessary for them to have fortified places to fall back upon in case of need. It will be evident from what I have said that I can enter into no engagement to give Hobart Town the preference over any other of the Australian ports, and that the steps I may think it right to take in the event of war being declared must depend on the information received as to the nature of the attack or molestation to be expected; and that on such a wide and extended station no place can be safe from an isolated attack, and being placed under contribution, which is not properly fortified and protected by its own defences."

*Modes of attack to which Australia is exposed.*

In the opinion of the Royal Commission the Australian Colonies should be prepared, in all available ways, for a raid upon commerce along their coasts, and for an attempt to overpower the defences provided at the principal ports and elsewhere, should an opportunity present itself to the enemy.

The several modes of attack open to the enemy may be briefly stated :—

- i. He may endeavour to force an entrance inside a port, in order to take up a position from which he will command the town and shipping.
- ii. He may attempt to capture the batteries with a view to the permanent occupation of the place, or he may land a force with the object of overcoming the resistance of the local troops assembled to arrest his advance, and, if successful, levy a contribution and retire.
- iii. He may attempt to bombard the place from the open sea, should it be exposed to that mode of attack.
- iv. He may blockade the entrances to the port.
- v. He may prey upon commerce generally, and make raids upon the unprotected towns and harbours on the sea board.

It stands to reason that *all* these attacks can *only* be provided against by a combination of military and naval defences. The land attacks must be met by the field forces; the attacks on ports by the coast batteries and torpedo defences. The last three modes of attack—bombardment, blockade, and preying on commerce—should be opposed by gunboats, armed vessels, and torpedo launches, which would, at the same time, and under certain conditions, be invaluable auxiliaries to the land defences. In most cases a bombardment will be best prevented by coast defences forming part of the general scheme.

*Description of Naval and Military Forces now established in Australia.—Their Cost.*

Let us next ascertain what descriptions of Naval and Military Forces at present exist in the Australian Colonies for the purpose of repelling these attacks.

Commencing with the Military Forces :—

(1.) PERMANENT FORCES—ARTILLERY.

In New South Wales there is a permanent force of artillery, comprising three batteries. Its organization and constitution are similar to those of the Imperial Army. The men enlist between the ages of 18 and 40 for five years, and may re-engage for two or five years. The lowest rate of pay is 2s. 3d. per diem for gunners, in addition to free rations of bread, meat, and groceries, free kits on joining, uniform, etc. Working pay is given to the men when employed on military works. This force is in a highly efficient condition.

In Victoria an artillery corps existed until recently, but its organization was very different from that of New South Wales. The men were enlisted on the condition that after serving from two to three years they would receive appointments in the Police and Penal Departments, subject to their good conduct whilst in the Artillery force. The pay of gunners was 2s. per diem and all found. The men, before enlistment, were examined as to their fitness for employment in these departments, by a board of officers, composed of the Commandant, the Officer commanding the corps, and the Heads of the departments concerned. The discipline was very strict, and was maintained by a much simpler code of regulations than in the Imperial Service. The Commandant possessed the power of dismissal without appeal. The men knew that grave misconduct on their part would be followed by dismissal. There was no crime in the ordinary military sense. The force existed for ten years, and was highly efficient.

(2.) PERMANENT FORCES—INFANTRY.\*

A small but well trained infantry corps was established some years ago in New South Wales with the same organization as the present artillery force, but after a few years it was disbanded. The artillery force, which then consisted of one battery only, was ultimately increased to its present strength of three batteries, as it was considered of paramount importance to provide a body of highly trained artillery men immediately available for the batteries on the outbreak of war.

(3.) VOLUNTEER PAID FORCES, MORE PROPERLY DESIGNATED VOLUNTEER MILITIA.†

In New South Wales a force, consisting of Artillery (field and garrison), Engineers, Torpedo Corps, and Infantry, was established in 1878, on the paid system (10s. for whole day and 5s. for

\* It should be noted that the majority of the Commission consider an Infantry Permanent Force unnecessary.

† No reference is made to the New Zealand Militia, as I believe it only exists on paper.

half-day drills). The officers and men are paid for attendance at twenty daylight drills, and for six days' continuous training in each year, as already explained. The regulations are of a stringent character.

In South Australia a similar force,\* composed of artillery and infantry, is maintained on the paid system, the officers and men being paid one half the New South Wales rates for attendance at daylight drills (5s. for whole days and 2s. 6d. for half-days), but there is no continuous training. The regulations are much more stringent than in New South Wales, and the men enrol for three years' service.

Both these paid Volunteer (Militia) Forces are well trained and efficient.

#### (4.) UNPAID VOLUNTEER FORCE—GREAT BRITAIN, OR CAPITATION ORGANIZATION.

This is the organization now in force in Victoria, Queensland, Tasmania, and New Zealand. The men are not, however, compelled to turn out for daylight drills, and the result is that they very rarely do so. In Great Britain this is not the case: both officers and men cheerfully attend daylight drills, and continuous training in yearly encampments is likely to be adopted as far as practicable. Annual encampments were formerly held in Victoria, but have of late years been discontinued for reasons of economy. In Queensland these encampments are held; in New Zealand occasionally; in Tasmania not at all.

All these Volunteer Forces are, more or less, in an unsatisfactory state, if military efficiency only be considered. There is enthusiasm and admirable zeal, together with a strong desire on the part of officers and men to improve, but high efficiency cannot be expected under the present organization, for the reasons which were fully represented to the Royal Commission.

#### (5.) RIFLE COMPANIES OR RIFLE VOLUNTEER FORCE—SOUTH AUSTRALIAN ORGANIZATION.

This is an organization peculiar to South Australia, which was introduced by Colonel Downes, R.A., the Commandant, in 1879. Any twenty or more men may form themselves into a company in any part of the colony. They can elect their own officers. The Commandant acts as inspecting officer. The men receive rifles on loan, and are each allowed 100 rounds of ammunition annually. They must perform ten drills per annum, and go through a course of musketry instruction. Targets are supplied for each company, and prizes for rifle-shooting are granted by the Government: uniforms and instructors are provided by the companies. It has been decided this year to give the companies a capitation allowance of £1 10s. per annum for each effective,—in fact, to convert the rifle companies into Volunteer Corps on the English model.

The primary object in view when those Rifle Companies were established, was to encourage rifle shooting. Much good has also resulted already from them, especially in the country districts, where Colonel Downes reports that "the men find employment for many of the idle hours for which otherwise the public-house would be the only source of amusement. And this movement will greatly popularize the use of arms to the rising generation, and thus promote throughout the country a strong spirit and capability of defence."

At the same time Rifle Companies could not exist alongside an unpaid Volunteer Force without injuring the latter, or in course of time breaking it up. It is only where a paid Volunteer Force or Militia is established that the Rifle Companies should be formed.

Besides these Military Forces there are three descriptions of Naval Forces in Australia and New Zealand,—

#### (1.) PAID NAVAL RESERVE—VICTORIAN ORGANIZATION.

This force is organized on the plan of the English Naval Reserve, and officers and men are paid £12 a year for attendance at drill, which is compulsory. The Reserve is also trained afloat, and is a highly efficient force, being composed of seafaring and other men employed in connection with shipping.

#### (2.) PAID VOLUNTEER NAVAL BRIGADE—NEW SOUTH WALES ORGANIZATION.

This is also a paid force peculiar to New South Wales. The officers and men are paid rates equal to those of the Victorian Naval Reserve; but they rarely, if ever, drill in daylight, and have never been exercised afloat. The force, as at present organized, is of no value for service afloat, and is not really a Naval Brigade.

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\* *Vide* Enclosure A. to this Memorandum.

## (3.) NAVAL VOLUNTEERS, (UNPAID)—NEW ZEALAND ORGANIZATION.

This force is nothing more than a land volunteer force designated "Naval Volunteers," and is organized under the Volunteer Act of the Colony. It cannot, as at present constituted, be looked upon as of any value for service afloat.

## COST OF THE SEVERAL FORCES.

As to the cost of the several forces above described, the annual expense per head (officer and man), including staff, instruction, clothing, contingencies, and, in the case of permanent forces, food, pay, etc., but exclusive of ammunition, stores, and equipment, will be found to be as follows:—

Paid Military Forces.	{	1. New South Wales Permanent Artillery .....	£94*
		2. Victorian (late) Permanent Artillery .....	£86
		3. New South Wales Paid Volunteer Militia .....	£18-£20
		4. South Australian Paid Volunteer Force .....	£13†
Unpaid Military Forces.	{	5. Unpaid Victorian Volunteer Force .....	£6 14s. 8d.
		6. Unpaid Tasmanian Volunteer Force .....	£7 10s.
		7. Unpaid Queensland Volunteer Force .....	£6 10s.
		8. Unpaid South Australian Rifle Companies .....	under £1‡
Paid Naval Forces.	{	9. Victorian Naval Reserve .....	£18
		10. New South Wales Naval Brigade .....	£18
Unpaid Naval Force.	{	11. New Zealand Naval Volunteers .....	not known.

It is to be noted from the foregoing figures—(1) That there is practically no difference between the cost of the unpaid Volunteer Forces in Queensland and Victoria; (2) that in Tasmania the cost per head is about £1 more; (3) that the South Australian paid Volunteer Force is organized on a cheap plan, which is due to the low rate of pay given to the officers and men; whilst in New South Wales there is a more costly system, owing to the high rates of pay (which are double those of South Australia) and the continuous training; (4) the South Australian Rifle Companies, on the original plan, without capitation, cost very little.

*Recent Enquiry into Queensland Volunteer Force.*

A Military Committee, composed of Colonel Scratchley as President, the Commandant, and two Volunteer officers, have just reported on the Queensland Volunteer Force. The Committee condemn the present unpaid system, and recommend that the force required for the defence of Brisbane should be remodelled on the South Australian plan of paying officers and men for attendance at drill. The amount of payment is fixed at £6 per annum for privates, higher sums for non-commissioned officers and officers. They propose that the country and coast corps should be retained as unpaid Volunteer Companies, with a capitation grant of £1 per annum. §

*Naval and Military Forces required for Defence; their Training, Cost, &c*

Assuming that the principal harbours of a colony are defended by coast batteries and other defensive accessories, the following forces, more or less, should be provided; but it does not follow that they will all be required, as each colony must be separately considered:—

- a. Garrison Artillery to man the guns in the batteries.
- b. Torpedo Corps for the torpedo defences.
- c. Garrisons to be placed in the batteries to protect them from assault.
- d. A Field Force—composed of cavalry, field artillery, engineers, and infantry,—to meet the enemy should he attempt to land.
- e. A Naval Brigade for service afloat in armed vessels, gunboats, torpedo launches, guard boats, etc.

If expense were no object, it is manifest that paid forces would be the most reliable; but, it is idle to discuss the best defence organization without taking the cost into account. It has been justly observed that expenditure for purposes of defence, and especially for the permanent maintenance of regular military and naval forces, has never been popular in Australia. The fact is that the community as a whole has never yet been so strongly convinced of the need of effective means of defence as to be willing to incur any large sacrifice for the purpose. We have not yet reached that stage when every one is agreed on the point. The chances of attack appear to be so remote that the risk not only has been, but is now being deliberately incurred in some of the colonies, notwithstanding the repeated remonstrances of the military and naval authorities who have been called in to advise. It appears impossible to persuade people that defence preparations are nothing more than an insurance

\* A small force would probably cost more than £100 per head.

† This amount includes about £6 pay per head.

‡ If £1 10s. capitation be added the cost would be under £3 per head.

§ *Vide* Enclosure B. and Report of Military Committee on Queensland Volunteer Force for further particulars.



against the danger of attack. The difficulty of arriving at the right settlement of what had best be done is often urged as an excuse for doing nothing; and, notwithstanding several war scares, when money has been literally wasted in ill-directed preparations, the question is still left unsettled, and every year uncertainty prevails when the defence estimates are under consideration in Parliament. This uncertainty leads to a hand-to-mouth policy, and is not only fatal to efficiency, but in reality conduces to extravagance, for money is laid out without producing any lasting results by adding to the defensive resources of the country.

It does not admit of doubt that to secure efficiency a portion of the artillery required for the batteries should be permanently enrolled and paid, "in order that, in time of peace, they may take care of the guns, magazines, and all appliances, and, on the outbreak of war, there may be a body of trained men immediately available. Universal experience has shewn that the skill and precision required for handling the guns in the batteries can only be secured by careful and continued drill as a business, and not by occasional exercise differing very little from a pastime,"\* as in the case of Volunteers.

The strength of the permanent force will depend on the number of guns mounted in the works, and in every case, for the sake of economy, it will have to be supplemented by an auxiliary force. At the same time it is doubtful whether an efficient body of permanent men could be maintained in the small Colonies, and it would be preferable to lay out the money required for them in paying the Volunteers.

The question then arises, whether this auxiliary body should be composed of paid or unpaid volunteers? It stands to reason that better results will be attained with paid volunteers than with an unpaid or purely volunteer force, simply because, in the paid force, attendance at drill is not only made compulsory, but it takes place in daylight,—two conditions which, according to the opinions of all Volunteer Officers in Australia, cannot be enforced with unpaid volunteers. A more rigid discipline can be insisted on in return for money payment, and, owing to physical tests and medical examination of recruits, a more able bodied class of men can be obtained. Looking at the fact that the coast batteries are of the first importance in the scheme of defence, the auxiliary artillery must be so organized as to be forthcoming when wanted. For that reason I consider that this force should be on the paid system, *especially where a permanent artillery force is not maintained.*

The next in importance, where torpedo defences are established, is the organization of the torpedo corps. Here again, as this is a special corps, and the class from which the men are to be obtained is very limited, and its services must always be available, and steady drill and practice are as essential as in the case of the artillery, it will be necessary to place them on the same footing as the auxiliary artillery, and pay both officers and men for attendance at drill. Moreover, the officers should receive remuneration, especially when they are professional men. It has been suggested that the torpedo corps should be enrolled for three years, and placed under a Military Discipline Act. In any case it should be affiliated to the garrison artillery, as both corps must work together at all times.

As to the field force, which is to be composed of field artillery, engineers, and infantry,—with possibly a mounted corps,—it has been urged that the necessity for payment is not so obvious as in the case of the auxiliary artillery and torpedo corps, and that numbers may make up for the inferior quality. The field force is required to meet attacks on land, which are less likely to occur than attacks by ships on the batteries. The chances of landing being attempted by an enemy are remote, more especially if naval defences are provided, as already explained; and the mere knowledge that field forces were maintained would probably be sufficient to deter the enemy from making any such attempts, which under any circumstances would be attended with great risk of failure. At the same time it is well to consider whether the gain from enforcing strict discipline and attendance at daylight drill by money payments is not so great as to justify the additional cost. Again, it may be objected that so much dissatisfaction would result from the non-payment of so large a portion of the Volunteers as the field force, that it would lead to a break-up of the force. Five years' experience with Australian Volunteers forces me to support the opinion of their officers, and to recommend, with much reluctance, payment for the whole force, as it is every day becoming more evident that, without the paid system, real military efficiency cannot be attained.

Next, as to the amount of this payment. It has been shown that in New South Wales, the officers and men receive very high rates of pay for detached daylight drills, as well as for the continuous training of six days at Easter. But the Royal Commission have recommended that the number of compulsory detached drills should be increased to 30 per annum, besides the continuous training, on the understanding that the present pay of £12 per annum to the men be not exceeded. This is tantamount to a reduction in the rates of pay. It was admitted before the Commission that the rates were very high,† but it was urged that a reduction might have the effect of breaking up the force. The Commissioners, therefore, preferred to increase the number of compulsory drills and the

\* *Vide* Report of Royal Commission.

† The fact that the men of the Volunteer Naval Brigade in Sydney were paid £12 per annum, without being subjected either to continuous training, daylight drills, or stringent regulations, induced the Commandant of New South Wales to recommend the same rate of pay, as he feared that he could not get men at a lower rate.

stringency of the regulations. They also recommended enrolment for one year. There is no reason, however, for adhering to the New South Wales rates in those colonies where the money payment is not at present in force. If it should be decided, therefore, to adopt the paid system, I strongly recommend the adoption of the strict regulations, penalties, term of enrolment for one year at least, and moderate rates of pay, in force in South Australia. On reference to Colonel Downes' evidence before the Military Committee it will be seen that this force is a complete success. That officer has recently informed me that recruits can be obtained without any difficulty, notwithstanding the stringency of his regulations and the long term of enrolment (three years). It may also be mentioned that there is scarcely any difference between the rates of wages at Sydney and Adelaide.

Although I admit the enormous advantage of yearly encampments for continuous training—especially in the case of unpaid volunteers—I concur in the opinion given by some of the Military members to the effect that the annual continuous training should not be compulsory or paid for. Considering that a large number of men come from the wage-earning classes, it is obvious that although they can with ease be got to attend detached drills of a few hours' duration, on Saturdays, and occasionally for whole days on holidays, they may be unable, without serious loss, to go into camp for six, or even a less number of days. If men attend, say 20 daylight drills in the year, besides drills at night, which need not be paid for, the continuous training is not of such importance as with an unpaid volunteer force. In fact, there will be time enough, on the outbreak of war, to give the officers and men in a paid volunteer force this additional training by at once establishing standing camps of instruction.

The garrisons for the defensive works come under the same category as the field force, and they would be furnished from it.

As to country corps, owing to their distance from the points to be protected, they would not be available for defence purposes, as the attacks on these Colonies are certain to be sudden. The cost of maintaining such Corps as Volunteers, with a capitation grant, may be considered to be too heavy. A less expensive organization can, however, be adopted, such as that of the Rifle Companies, as originally established in South Australia, without a capitation grant, upon the advice of Colonel Downes, R.A., the Commandant. I would, however, place these companies directly under the Commandant. Full information respecting these companies will be found in Colonel Downes' evidence before the Military Committee, and in a communication from that officer, annexed to this memorandum.

With regard to the Naval Brigade, considering that the officers and men can only be recruited from a limited source—the seafaring class—and from that portion of the community which is employed in connection with the shipping of a port, it is absolutely necessary to give pay. The Naval Volunteer Corps, which exist in New South Wales and New Zealand, unless entirely reorganized, can never be of any real value for service afloat. On this point Commodore Wilson gives valuable evidence, which must be followed if any reality is to be given to such Naval Brigades as may be established in the Australian Colonies. The Victorian Naval Reserve is the only Colonial naval force which approaches the standard laid down by Commodore Wilson.

### *Naval Defences.*

The subject of naval defences has never been raised in Tasmania, because the defence preparations were never intended to be on so complete a scale as in the larger colonies, economy being of paramount importance.\* I refer to this question, because I think it is one that should be discussed and properly understood. A reference to my evidence before the Military Committee will show in detail what I would recommend, and it will also be seen that my views are entirely supported by Commodore Wilson in his evidence before the Royal Commission.

Commodore Wilson's recommendations are to the effect that, besides any batteries that may be erected, gunboats for harbour defence, torpedo launches, and the guns and appliances for arming merchant vessels in time of war, should be kept ready for use at the principal ports of the Australian Colonies. These merchant vessels would, with the Imperial Navy, aid in the general defence of commerce and seaboard. For the manning of these ships, as well as for the naval harbour defences, he recommends the establishment of naval brigades, under the supervision and instruction of officers of the Royal Navy. He further urges that all the Australian Colonies, including New Zealand, should jointly agree to establish these auxiliary naval defences, which would be under the orders of the senior officer of the Imperial Navy in time of war, and yet be subject to the control of the several Governments in time of peace.

There is nothing in Commodore Wilson's proposals which will in the slightest degree interfere with what has already been done in the way of defence preparations, or with the recommendations contained in Sir W. Jervois' schemes of defence. On the contrary, the naval measures suggested

\* Sir William Jervois expressly states in his Report of 1878, that his scheme is only intended to secure Hobart and Launceston against an unarmoured cruiser or privateer, and to repel the attack of small bodies of men on land.

would immensely increase the defensive power of the Colonies, and could be provided by degrees, and at any time. It is only by combined military and naval defences that the general security of Australia and its commerce will be absolutely insured.

*Other Recommendations which are applicable to Australian Colonies generally.*

The organization and constitution of the Forces to be maintained having been considered, the next step should be to see how far the other recommendations of the Royal Commission affect the defence organization of the other colonies.

(1) The education of officers was carefully looked into by the Military Committee, as it was felt that something must be done at once to raise the standard of military education of all officers of the local forces. The efficiency of the defence organization depends entirely upon the efficiency of the officers, and it is hopeless to expect any improvement until they are afforded means of acquiring knowledge. The first step to be taken is to establish a school of instruction, at which all officers should be induced to attend. The Commandant and Staff Officers should act as instructors. In all the Colonies I have found that the best officers are eager to avail themselves of every opportunity afforded them, and it will be unwise economy to grudge the small expenditure necessary for the purpose. Military lending libraries, reading and lecture rooms at Hobart and Launceston, should be established in connection with the school of instruction. The encouragement of lectures and discussions amongst the officers on military subjects cannot but be beneficial.

(2.) The recommendation to abolish the nomination or elective principle for the appointment of officers must be adopted, except in the case of rifle companies, if efficiency is to be insured. It does not admit of question that persons are often elected who do not possess the qualifications required of officers.

(3.) The other matters mentioned by the Commission are also of great moment, as affecting the efficiency of the military machine in time of war, and should be considered without delay;—such as the supply of ammunition; the supply and distribution of water and ammunition to the troops whilst engaged in the field; commissariat supplies and ambulances, and store arrangements. The supply of ammunition in war time would be best met by the establishment of a central Arsenal on the Australian Continent, from which Tasmania could draw her warlike stores. For many years, however, Tasmania, in common with all the Australian Colonies, will have to maintain sufficient reserves of ammunition for small arms and ordnance; for, in time of war, it will be impossible to ensure supplies from England. The other subjects will have to be considered in detail by the staff of the local forces. The necessity for a well organized military store department is also of paramount importance. All these things will, of necessity, be on a small scale in Tasmania, and it will be quite possible to organize them in an economical manner; but the point to be insisted on is, that they should receive attention now, and not be left for settlement when war is imminent.

(4.) The recommendation of the Commission, that an Imperial officer should be appointed Inspector of the Local Forces and Military Adviser to the several Governments, is of special importance. A reference to the evidence will show the very strong opinion held by the several Commandants. It is essential for the maintenance of efficiency in military forces that there should be periodical and searching inspections of everything connected with their administration. To obtain this the Australian Government must have an independent officer in no way connected with the colonies,—an outsider in fact,—whose only aim will be to point out what is required from time to time to maintain efficiency in the defence organizations. The appointment of such an officer would strengthen the hands of the Commandants, and be a guarantee that full value was being obtained for the outlay incurred.

*Conclusions.*

I have endeavoured in this memorandum to sketch out as briefly as possible the several points in the report of the Royal Commission which are available as a guide to the Australian Governments in considering improvements in their defence arrangements. The principal matters relating to the military forces may be summed up as follows:—

- (a) An Artillery Permanent Force is most desirable, but it is not recommended for the small colonies. The strength would be too small to secure proper discipline or value for the large outlay.
- (b) The balance of opinion in Australia is decidedly to the effect that an unpaid Volunteer force cannot be sufficiently trained to form a reliable defence force, and that, when the numbers are small, the difficulties of maintaining discipline are greatly increased. It is admitted that good marksmen can be turned out under the unpaid system, but they will not be fit to take the field as efficient soldiers. The popular notion that Volunteers, if good marksmen, and in sufficient numbers and well commanded, will be able to defeat an invading force is rapidly losing ground, and is scouted by experienced and thoughtful Volunteer officers throughout the Colonies.
- (c) Day-light drills are absolutely necessary in order to attain efficiency.

- (d) With an unpaid or purely Volunteer force the day-light drills cannot be enforced, and a very large percentage of the men never attend these drills.
- (e) Encampments are always necessary, more so in the case of an unpaid Volunteer force. They are sure to be attended by the majority of Volunteers, whether paid or unpaid, and it is doubtful whether the attendance should be made compulsory.
- (f) When money is available, the paid system should certainly be adopted, but whether the Volunteers should be paid or unpaid is a question of policy which can only be decided by Government.
- (g) Where a permanent artillery force is not maintained, the auxiliary artillery should certainly be paid.
- (h) Torpedo corps should under any circumstances be paid, being more or less professional corps recruited from a limited class.
- (i) The field force (comprising field artillery, engineers, when they are maintained as a separate body from the torpedo corps, and infantry) should be paid, if the country can afford the expense. If not paid, the strength of the field force might be increased, in order to make up by quantity for the inferior quality; but this course is not recommended, as it will be preferable to lay out the extra money for the larger force in improving the quality of a smaller number. For example: given a force of 850 men, the small sum of £3000 would suffice to pay the men for compulsory attendance at drill. This amount represents the cost of about 30 men permanently enrolled.
- (j) If payment for compulsory attendance at drill be adopted, the South Australian organization should be adopted in preference to that of New South Wales.
- (k) The question of land grants to be substituted for money payments should be considered; the system as hitherto tried in the other Colonies was founded on an entirely wrong basis.
- (l) Rifle companies on the South Australian plan, with or without a capitation grant, are best adapted to country districts; but they must not be established if an unpaid Volunteer force is maintained, as rifle companies cannot exist alongside of unpaid Volunteers without destroying the efficiency of the latter.
- (m) A school of instruction should be established for officers and non-commissioned officers; the Commandant and paid staff acting as instructors.
- (n) The election of officers by corps should be abolished, except in rifle companies.
- (o) Reserves of ammunition should be maintained. All questions connected with commissariat and other supplies should be settled in time of peace.
- (p) An Imperial officer, to act as inspecting officer and military adviser, should be appointed.

P. H. SCRATCHLEY, *Colonel R.E.,  
Inspecting Officer.*

Melbourne, 15th June, 1882.

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#### ENCLOSURE A.

### SOUTH AUSTRALIAN MILITARY FORCES: THEIR ORGANIZATION AND CONSTITUTION.

(Communicated by Colonel DOWNES, R.A., Commandant: 15th December, 1881.)

#### *ORGANIZATION and Constitution of the Local Military Forces of South Australia.*

##### VOLUNTEER MILITARY FORCE.

THE Volunteer Military Force is, to all intents and purposes, a Volunteer Militia. Drill is compulsory, and the men are paid for attendance.

It is raised and organised under "*The Volunteer Act, 1865-66*," and the General Rules and Regulations made thereunder.

The Governor in Council, by this Act, may raise a Volunteer Force not exceeding 1000 men, exclusive of officers; also, a Reserve Force (formed of men who have served for a period of at least three years in the Volunteer Force), of similar strength.

The officers of the Volunteer and Reserve Forces are appointed by the Governor in Council on the recommendation of the Commandant.

Any officer of the Local Military Forces may at any time be called on to retire, or his services be dispensed with, on account of misconduct, want of efficiency, &c.

Previous to appointment to the position of an officer, every candidate has to pass an examination.

Promotions are made by seniority, tempered by selection.

Regulations are framed for the retirement of officers after reaching a certain age, fixed according to the rank held.

Non-commissioned Officers are appointed by the Commandant after test examinations.

*Discipline.*

The Governor in Council may make, repeal, alter, or vary such general rules and regulations as may be expedient for the maintenance, discipline, and training of the Volunteer and Reserve Forces, and by such rules and regulations may define offences and fix the punishment thereof by fine or imprisonment; but no fine is to exceed ten pounds, except for breach of engagement when called out for service, the fine for which shall not exceed fifty (£50) pounds; and no period of imprisonment shall exceed the term of forty-two days.

The Governor in Council, or the Officer commanding the Volunteer Force, may, at any time, order a Court of Inquiry to assemble.

Any Commissioned Officer in command of any body of men of the Volunteer or Reserve Forces, may summarily order any member of such body to be imprisoned for any period not exceeding one day, or may inflict a fine not exceeding two days' pay.

The Commandant has the power of summary dismissal, also the power of reducing Non-commissioned Officers to the ranks.

*Enrolment, &c.*

A volunteer enrolls for three years, and is not allowed to resign unless on account of ill-health or wishing to leave the colony. If, however, a member has to go in search of work, or removes to another part of the Colony, he is placed on permanent leave, and would not, as long as absent from head quarters, be required to join the colours unless the Force were called out for active service.

Persons are not enrolled in the Volunteer Force under 17 or above 35, except trumpeters and buglers. They are subjected to an examination by a medical officer of the Force as to chest measurement, sight, and physique generally; there is no particular standard as to height.

Time-expired men can re-enrol for a second or third period of service in the Volunteer Force or Reserve if approved by the Commandant, who is the only officer who has power to enrol, and receives a special commission as enrolling officer.

A re-enrolled or reserve force man wears distinguishing badges.

The Officer commanding the Force may order such parades as he may consider necessary, provided that no part of the Cavalry or Infantry shall be called out for more than 36 whole or 72 half-days in one year, nor the Artillery more than 48 whole or 96 half-days in a year, and the Reserve not more than twelve times in one year. A half-day's parade must not be less than two hours or exceed four hours, for which half a day's pay is granted.\*

A day's pay is given for any period over four hours; but if men parade for either a full or half day, and the parade has to be broken off on account of weather, they will receive their pay.

A member of the Force absent without leave from parade not only loses his pay for that parade, but is fined an equivalent amount; if absent for five consecutive parades without leave, unless on account of ill-health, he is liable to a fine of £5 or ten days' imprisonment. Volunteers are likewise subject to fines, or in default imprisonment, for drunkenness and other offences against discipline.

*Liabilities.*

The Governor in Council, in the event of an invasion of the colony, or of imminent danger thereof, may embody and call out the whole or any part of the Reserve or Volunteer Force for actual military service in the colony.

When called out for actual military service, these Forces (except as regards the infliction of corporal punishment or death) are subject to the Army Discipline Act.

**RIFLE VOLUNTEER FORCE (LATE RIFLE ASSOCIATION).**

The Rifle Volunteer Force is raised and organised under "*The Rifle Companies Act, 1878.*"

The Volunteer Military Force is practically all concentrated at Adelaide; the Rifle Volunteer Force is composed of small companies of not less than 20, formed in townships throughout the colony; hence there is an unusual number of officers in proportion to the number of rank and file.

The officers are elected by the men, but subject to the approval of the Governor in Council.

All officers and sergeants are required to pass a test examination within one year of appointment, or resign. Examinations are likewise required previous to promotion to higher ranks.

The Governor in Council has supreme control over the Rifle Volunteer Force, and may dissolve the Force, or any Company, or dispense with the services of any officer, if need be. Subject to the above control the Rifle Volunteer Force is governed by a council of nine members elected annually at a meeting of delegates from Rifle Companies convened by the inspecting officer.

The Council may make rules not inconsistent with the Act, which rules, when approved by the Governor in Council and gazetted, have the force of law.

In like manner the Governor in Council may make regulations.

An Inspecting Officer is appointed by the Governor in Council. This officer is the channel of communication between the Government and the Council; is an *ex officio* member of the Council; keeps the official list of the Force, affidavits of members, &c.; approves resignations, transfers, &c.; issues certificate of enrolment to companies; issues arms, accoutrements, ammunition, prize money, capitation grant, &c.; submits the names of officers for approval; conducts examination of officers and sergeants; is responsible that capitation grant is only given to "efficient;" inspects each company twice per annum, and has the power of reducing any Non-commissioned Officer to the ranks.

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\* Officers from 15s. to 8s. 6d. per whole day. Non-commissioned officers and privates from 8s. to 2s. per whole day. Half these amounts for half days.

*Enrolment, &c.*

Any able-bodied man may enrol in this Force, if approved by the Captain of the Company, by taking an affidavit before a justice of the peace.

Any member of the Force may resign, on the expiration of three months, after having given written notice to the Inspecting Officer.

Members of this Force do not receive any pay, except a capitation grant of thirty shillings to each "efficient." The Government also provide each member with a Martini-Henry Rifle (on loan), accoutrements, and one hundred rounds of ammunition per annum, targets for the companies, and £200 per annum prize money. Members are allowed to purchase ammunition from the Government magazine at cost price.

Members have to drill ten times a year, in addition to two inspections and the ordinary class-firing.

Discipline is preserved and enforced by the rules made by the Council and approved by the Governor in Council. Fines and expulsion are made use of.

Members provide their own uniform, the pattern for which is fixed by the Council, who also decide upon the distribution of the Government prize money, and arrange everything connected with the annual rifle matches.

*Liabilities.*

The Governor in Council, in the event of invasion, rebellion, &c., has power to call out the Rifle Volunteer Force for actual military service in the colony. The Force would then be under the command of the Officer Commanding the South Australian Military Forces; and, similarly to the Volunteer Military Force, would be subject to the Army Discipline Act.

Any member neglecting to obey such call would be subject to a penalty of £50 and three months' imprisonment.

M. F. DOWNES, *Colonel R.A., Commandant.*

Adelaide, 15th December, 1881.

*ANSWERS furnished by Colonel Downes, R.A., Commandant, South Australia, to Questions addressed to him by Colonel Scratchley, R.E.: 15th December, 1881.*

1. *Question.—As to the difficulty of enforcing the stringent regulations in force for the government of the South Australian Volunteer Military Force.*

*Answer.*—I do not find the slightest difficulty in enforcing the regulations under which the Volunteer Military force serves. The secret of this is, that the men are fully aware that they will be enforced, and, consequently, few break the rules. Also those proposing to join the force now know well the nature of the service for which they intend to engage, and would not do so unless they were disposed to conform to the regulations. When the Force was, in a fit of enthusiasm, first formed, in 1877, many joined on the spur of the moment to whom all discipline was obnoxious. During the first twelve months I weeded out such in large numbers, and for a time the newspapers teemed with complaints of "martinet discipline," "forcing volunteers to maintain the discipline of regulars," and such like. All this has for three years or more been a thing of the past. The force is thoroughly respected, and respects itself. For more than six months I have had practically to stop recruiting, otherwise my numbers would exceed the strength allowed by Parliament. If allowed, I could soon raise 500 more men in Adelaide alone. Very many of those whose term of three years has expired have re-enrolled for another term, or passed into the Reserve Force.

2. *Question.—As to the number, &c. of convictions before Police Courts.*

*Answer.*—I enclose a return of all those who have been summoned before the Police Court since I came.

3. *Question.—As to the desirability or otherwise of granting a Capitation Allowance to Rifle Companies.*

*Answer.*—If it is considered that the primary object of the Rifle Companies is to encourage rifle shooting, there is no need of a capitation grant. If, however, as I consider, "discipline" (by which I understand the knowledge of drill and all the moral influences combined which tend to make a soldier) is primary, and rifle shooting but of secondary importance, then the capitation grant will afford a powerful aid towards promotion of the former. *Vide* regulations lately issued by the South Australian Government to govern the allotment of the capitation grant which has been just sanctioned by the Parliament for the Rifle Volunteer Force. However, if a force of this nature is about to be formed, I would not commence by giving the capitation grant. The first rush of enthusiasm for a novelty will do a great deal in the way of discipline, if rightly guided, as well as of rifle shooting. Then, when zeal begins to languish—when, as will invariably be the case, the cry is raised, "Give us some more privileges"—the Government can yield to the cry on the one hand, and, on the other, have a most favourable opportunity of tightening up the screw and making the force the more reliable as a military body. I consider that the Rifle Companies are doing a good work in South Australia, especially in the country districts, by not only giving men some idea of a salutary discipline and the knowledge of arms, but by finding employment for many of the idle hours for which otherwise the public-house would be the only source of amusement. And it appears to me that this movement, combined with the system of drill now enforced in all the Government schools, will greatly popularise the use of arms to the rising and future generations, and thus promote throughout the country a strong spirit and capability of "defence"—not "offence"—which might otherwise altogether languish away through disuse, and in consequence of never seeing anything of a military nature. It is a movement I think well suited to the genius and instincts of the Anglo-Saxon race when forming new colonies.

4. *Question.—As to the desirability of appointing a Travelling Instructor for the Rifle Companies.*

*Answer.*—I do not think travelling instructors would answer for the Rifle Companies; it would entail great expense to Government, and few Non-commissioned Officers are strong enough to withstand for any length of time the incessant temptation to which they would be exposed by the hospitality of members of the companies. Neither could they enforce attendance, and the drills would become very perfunctory. They themselves would be apt to get very slack in carrying out their duties with no one to overlook them.

The Government of South Australia have just sanctioned the appointment of an Officer Instructor to the Rifle Companies. This officer's principal duty will be, at the time of the inspections (twice a year), to visit each company and give elementary lectures to officers and men, besides assistance on parade; to assist companies within reach at their ordinary parades, the dates of which are all previously sent to me; also, during the year to give courses of lectures open to all in Adelaide, and form classes of officers for instruction. I think that by these means, and by the examination of officers and sergeants, which is now compulsory, I shall have no difficulty in obtaining the amount of elementary knowledge required.

M. F. DOWNES, Col., R.A., Commandant.

Adelaide, December, 1881.

### VOLUNTEER MILITARY FORCE—SOUTH AUSTRALIA.

*RETURN of MEN who have been convicted by CIVIL POWER for MILITARY OFFENCES from 5th June, 1877, to 13th December, 1881.*

Corps.	Rank and Name.	Crime.	Sentence.	Date of Sentence.	Remarks.
B Company, A.R.	Private E.	Disrespectful, contemptuous, and insubordinate conduct.	Fined £5.	9.2.78.	Dismissed.
C Company, A.R.	Ditto J. C.	Insubordination	Fined £5 and £1 costs.	21.5.78.	ditto.
B Company, A.R.	Ditto P. S.	Improper use of rifle, and resisting police.	Imprisonment.	25.9.79.	ditto.
I Company, A.R.	Ditto G. L.	Disobedience.	Fined £10.	17.10.79.	
G Company, A.R.	Ditto W. S.	Disrespectful and insubordinate conduct.	Fined £5 and costs.	20.11.79.	
C Company, A.R.	Ditto R. B.	Absence without leave, five consecutive parades.	Fined £2 and costs.	4.2.80.	
A Battery, Art.	Gunner P.	Ditto.	Fined £2 and costs.	4.2.80.	
A Company, A.R.	Private F. R.	Ditto.	Imprisonment.	3.3.80.	
I Company, A.R.	Ditto J. J. C.	Drunk on parade.	Fined £5 and costs.	22.6.80.	Dismissed.
B Battery, Art.	Gunner W. G. J.	Insubordination.	Fined £5 and costs.	29.6.80.	ditto.
C Company, A.R.	Private W. R.	Absence without leave, five consecutive parades.	Fined £2 and costs.	3.7.80.	
B Company, A.R.	Ditto E. H.	Ditto.	Fined £2 and costs.	5.11.80.	
E Company, A.R.	Ditto S. W. F.	Ditto.	Fined £2 and costs.	18.1.81.	
D Company, A.R.	Ditto A. F.	Ditto.	Fined £2 and costs.	23.3.81.	
E Company, A.R.	Ditto A. G.	Ditto.	Fined £2 and costs.	29.3.81.	
B Battery, Art.	Gunner H. S.	Drunk on parade.	Fined £5 and costs.	27.4.81.	
B Company, A.R.	Private P. P.	Insubordination.	Fined £5 and costs.	12.7.81.	Dismissed.
D Company, A.R.	Ditto S. J. L.	Ditto.	Fined £5 and costs.	12.7.81.	ditto.
E Company, A.R.	Ditto A. G.	Absence without leave (second offence, five consecutive parades.	Fined £2 and costs.	12.8.81.	ditto.
Band	Ditto F. A. S.	Drunkenness on duty.	Fined £2 and costs.	21.11.81.	ditto.
B Company, A.R.	Ditto D. B.	Pawning Government M.-H. rifle.	2 mths. imprisonment.	13.12.81.	ditto.

M. F. DOWNES, Col., R.A., Commandant.

Adelaide, December, 1881.

### ENCLOSURE B.

*EXTRACTS from Report of Military Committee appointed to report on Queensland Volunteer Force. (7th March, 1882).*

THE Committee are unanimously of opinion that the present condition of the Force is not satisfactory; that the attendance of officers and men at drill and parade is, as a rule, very irregular; that the Force, generally, is losing ground; and that it cannot, under the present system, be made efficient for the purposes of defence. This opinion is supported by the testimony of the officers commanding corps, batteries, and companies, as contained in their replies to the questions addressed to them by the President. The Commandant and the officers commanding the several branches of the Force are also of the same opinion. The unsatisfactory condition of the Force, it is alleged, has been brought about by a variety of causes, of which the following may be specially mentioned:—(a.) uncertainty in the action of the Legislature of the Colony; (b.) the abolition of Land Orders; (c.) the subsequent introduction, for one year only, of direct payment; (d.) the sudden withdrawal of this payment; (e.) the knowledge that Volunteers in the colonies of New South Wales and South Australia were receiving pay; and (f.) the inability of the officers to enforce the regulations, which were framed to apply to a system based on the principle of paying for services rendered.

The experience of Queensland, that a fairly satisfactory defence force cannot be maintained by a purely volunteer system, is not singular. In the Province of South Australia it was found necessary, many years ago, to introduce the system of payment; and in the Colony of New South Wales, notwithstanding the large community from which volunteers could be drawn, the Legislature has been obliged to introduce a somewhat similar, but more expensive system. The feeling of enthusiasm which prompts the enrolment of volunteers gradually dies out, and, in times of peace, when there seems to be no immediate necessity for the existence of a force for the protection of the country, there arises, sooner or later, a reluctance on the part of those who have enrolled themselves to devote time and energy without receipt of an equivalent. This is more especially the case in countries like Queensland, where the population is comparatively small, and the Force must necessarily be recruited almost entirely from the wage-earning portion of the community, who cannot afford to give up any substantial part of their time without some pecuniary recompense. In view of this condition of things, and of the feelings common to all classes, that time and energy, unless in cases of special emergency, cannot fairly be demanded for the benefit of the country without some return for the

work done, competent military authorities are unanimous in testifying as to the necessity of reverting to payment if a defence force is to be made really efficient. With this opinion the Committee think that the system at present existing in this colony is of little, if any, protective value. The Committee are of opinion that it would be useless to continue it, and that satisfactory results can be obtained only by introducing a pay system. They are, however, fully impressed with the absolute necessity of exercising very great economy in introducing changes. They assume that the circumstances of the colony would not, for the present, warrant the establishment of a permanent paid body of men, which is obviously the most perfect form of defence force; and that the object now to be attained is to secure, at the least possible expense to the State, a number of men that will be fairly serviceable in the case of need, and thus render profitable the large expenditure that has already been incurred in the purchase of material and in the construction of works of defence.

After anxious and careful consideration of the conditions that exist in the other Australian colonies, and of the various systems there in force, the Committee are of opinion that the circumstances of this colony more nearly resemble those of the Province of South Australia than those of any other country, and that the organization of the military forces that has prevailed for some years in that Province, and has been found to work with very satisfactory results, could, with some modification, be adopted with success in Queensland, without increasing the annual expenditure for defence purposes to any serious extent.

In South Australia the Volunteer Force is divided into three classes: (1) a Volunteer Militia, confined to the metropolis, who are paid for attendance, and for whom drill is compulsory; (2) a Reserve Force, formed of men who have served for a period of at least three years in the Militia; and (3) Rifle Companies, of not less than 20 men, formed in townships throughout the Province.

The Committee recommend that a similar classification be adopted in Queensland, and that the Volunteer Force should be remodelled as follows:—

1st. That a branch of the Force, to be called Volunteer Militia, who shall be paid a moderate sum for their services, be concentrated in Brisbane under the supervision of a permanent staff of officers and instructors, the officers and men being placed under stricter military discipline, and being compelled to attend a specified number of daylight and moonlight drills, as well as a period of continuous training in camp every year.

2nd. That the country and coast corps be maintained, as far as practicable, at their present authorised strength, under the name of Volunteer Artillery Batteries and Rifle Companies, and subject to regulations exacting less frequent attendance at drills, and having for their primary object the attainment by the men, under salutary discipline, of a fair knowledge of arms.

And 3rd. That a Reserve Force, of the same strength as the Militia, be hereafter established, to be composed of men who have served as efficient with the Militia for a specified term of years, and to be affiliated to that branch of the force.

To give effect to the foregoing recommendations, the Committee propose that the present Volunteer Regulations be rescinded, and that a new set of regulations be adopted—under legislative sanction if necessary—embodying the following provisions:—

#### FOR THE VOLUNTEER MILITIA.

1. That there shall be established a Force of \* \* \* \* \*
2. That each member shall enrol for three years, and that he shall not be allowed to resign unless on account of ill health, or being compelled to leave Queensland, or to reside in a remote part of the Colony.
3. That there shall be 4 full-day, 8 half-day, and 12 moonlight drills, besides 6 days' continuous training in camp in each year; and that the standard of efficiency shall be so fixed that no member shall be classed as efficient unless, besides attending the regulated course of musketry or gunnery instruction and class-firing, he shall have attended at least two-thirds of the daylight and one-half of the moonlight drills, and have taken part in four out of six days of camp training.
4. That members shall be paid according to the following scale:—

Lieutenant-Colonels .....	£16 per annum
Majors .....	£12 "
Captains .....	£10 "
Lieutenants .....	£9 "
Sergeant-Majors and Quarter-master Sergeants .....	£8 "
Sergeants .....	£7 10s. "
Bombardiers, 2nd, and Lance Corporals .....	£7 "
Corporals .....	£6 10s. "
Privates .....	£6 "

one-third of such payments to be made by equal quarterly instalments after services rendered; another third to be paid for attendance at camp; and the remaining third to be paid at the end of each year as a bonus for efficient service.

5. That the appointment of Commissioned Officers be by the Governor in Council; that no person shall be so appointed who has not passed a satisfactory test examination; and that promotions shall be made by seniority, tempered by selection, according to merit.
6. That Non-commissioned Officers shall be appointed by the Commandant after test examinations.

#### FOR VOLUNTEER ARTILLERY BATTERIES AND RIFLE COMPANIES.

1. That Volunteer Artillery Batteries and Rifle Companies, of not less than 25 officers and men, may be formed and maintained in different townships throughout the Colony, so that the aggregate number of men enrolled does not for the present exceed 660.



2. That the officers of batteries and companies may be elected by the men, subject to the approval of the Governor in Council.
3. That all officers, both commissioned and non-commissioned, shall pass a test examination within one year after their appointment; and that promotions shall not be made until after such examination has been passed.
4. That each member shall, in addition to attending his ordinary class-firing, be required to attend at least ten drills, besides two inspections, in each year.
5. That members shall be at liberty to resign upon giving three months' previous notice in writing of their intention.

In recommending that, for the present at all events, the paid members of the Force should be concentrated in Brisbane, the Committee have been influenced by military considerations alone. Experience has proved that a paid force, to prove efficient, must be trained and administered under the immediate supervision of qualified military officers; and an extension of the pay system to the country districts and coast towns would render it necessary to increase the paid staff to such an extent as the results obtained would not fairly warrant.

With regard to the officers of the paid force, the Committee recommend that the present plan of appointing officers after election by the men, be abolished; and that, in remodelling the Force, only those officers should be selected who are thoroughly qualified. Candidates for new appointments and promotions should be required to pass test examinations, and to display a satisfactory knowledge of field fortification, reconnaissance, and minor tactics.

In order that the officers may be properly educated, the Committee strongly recommend the establishment of a school of instruction, in which the Commandant and the other Staff Officers shall perform the duties of instructors, each officer being required to go through a course of instruction suitable to the branch of the service in which he is serving, for which they should be granted certificates of proficiency. The Committee also recommend that, as necessary adjuncts to the school of instruction, there should be established, in some convenient position in Brisbane, under the control of the Commandant, a military library and reading and lecture rooms; and that a small annual grant should be made to provide for the purchase of books and other expenses in connection with the reading room. Much good would also result if lectures and discussions on military subjects were encouraged.

In the case of Artillery Batteries and Rifle Companies, the Committee recommend that the elective principle for the appointment of commissioned officers be maintained. The success of these bodies of men will mainly depend upon the personal influence of the officers, and, by making provisions that elections shall be subject to the approval of the Governor in Council, sufficient protection will be secured against the appointment of unsuitable persons.

The Committee are of opinion that the maintenance of annual camps of instruction is indispensable for the success of the paid Force. In these camps the whole of the Force have the advantage of combined training and work, under strict discipline, extending over a number of days, from which most beneficial results must ensue. The Committee, however, do not recommend that the unpaid force be required to attend at the camps of instruction, or that such camps should be established in the country or coast districts. The main object of a camp is to complete the efficiency of trained bodies by combined training and work during a limited period. This cannot be secured when the number of men is small, or where, as would be the case with Artillery Batteries and Rifle Companies, the knowledge of drill is necessarily imperfect.

As one of the main objects of the instruction of both the paid and unpaid branches of the Force should be to secure proficiency in the use of the weapons entrusted to them, the Committee are of opinion that the utmost possible provision and inducement should be made for the attainment of such proficiency. They, accordingly, recommend that money should be voted annually for the erection and maintenance of suitable targets at all places where Artillery Batteries and Rifle Companies are established. Liberal grants should also be made for prizes at annual competitions; and the number of rounds of small ammunition to be devoted to class-firing should be increased from the present amount of 60 rounds per man to, at least, 100 rounds.

The ammunition available for small arms is very insufficient.

The Committee are of opinion that the reserve should never be allowed to fall below 500,000 rounds.

The Committee find that large quantities of ammunition, purchased by money voted for Volunteer purposes, are sold to the Police and other persons; and that the moneys derived from such sales are paid into the credit of the General Revenue. The Committee suggest that the annual estimate should, if possible, be so framed as to make it apparent how much of the vote for ammunition is expended for Volunteer purposes alone.

In conclusion, the Committee concur in the recommendations of the Military and Royal Commissions of New South Wales, that an Imperial Officer of standing should be appointed as Inspecting Officer of the Australian local forces and Military Adviser to the several Governments. This colony's share of the cost of employing such an officer would be insignificant, whilst the advantages to be gained by his presence in the colonies are so obvious that it is unnecessary to detail them.

ADDENDUM.

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*COST of Armaments for Batteries recommended in Memorandum 15th June, 1882.*

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*Melbourne, 29th July, 1882.*

SIR,

It has been pointed out to me by Captain Boddam that my estimate for these armaments is too low for new type guns. I therefore have the honor to recommend that the sums stated in the Report, viz., £4300 + £2800 = £7100, should be increased by £900,—the amount required being £8000.

When patterns of guns are changing, and improvements introduced so progressive, it is absolutely impossible, at this distance from England, to give thoroughly reliable estimates of the cost of ordnance. I have every reason to believe, however, that the sum stated will suffice.

I have the honor to be,

Sir,

Your obedient Servant,

P. H. SCRATCHLEY.

*The Hon. WM. MOORE, Colonial Secretary.*