

(No. 104.)



1879.

TASMANIA.

HOUSE OF ASSEMBLY.

DEFENCES:

REPORT OF SELECT COMMITTEE, WITH MINUTES AND  
EVIDENCE.

Brought up by Mr. Dooley, and ordered by the House to be printed,  
February 27, 1880.



*SELECT COMMITTEE appointed on the 29th January, 1880, to enquire into all matters connected with the working of the Volunteer Force in Tasmania, and the expenditure of the Moneys for Defence purposes, with power to send for persons and papers.*

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#### MEMBERS OF THE COMMITTEE.

W. ST. P. GELLIBRAND.	MR. HENRY.
THE HON. DAVID LEWIS.	MR. BELBIN.
DR. E. L. CROWTHER.	MR. PILLINGER.
MR. DOOLEY ( <i>Mover</i> ).	

#### DAYS OF MEETING.

Wednesday, 4th February. Present—Mr. Dooley, Mr. Pillinger, Mr. Henry, Dr. Crowther.  
Friday, 6th February. Present—Mr. Dooley, Mr. Lewis, Mr. Henry, Mr. Gellibrand, Mr. Pillinger.  
Saturday, 7th February. Present—Mr. Dooley, Mr. Lewis, Mr. Gellibrand.  
Thursday, 12th February. Present—Mr. Dooley, Mr. Henry, Dr. Crowther.  
Friday, 13th February. Present—Mr. Dooley, Mr. Pillinger, Dr. Crowther.  
Wednesday, 25th February. Present—Mr. Dooley, Mr. Pillinger, Dr. Crowther.  
Friday, 27th February. Present—Mr. Dooley, Mr. Pillinger, Dr. Crowther.

#### WITNESSES EXAMINED.

Captain Maxwell, H.M.S. <i>Emerald</i> .	Captain Boddam.
Lieut.-Col. R. C. D. Home.	Captain Just.

#### EXPENSES OF WITNESSES.

None.

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## REPORT.

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Your Committee have the honor to report that the tendency of the evidence at present taken is to the effect that the want of fixity in the enrolment of Volunteers; and the uncertainty of the continuance of the Capitation Grant to each efficient Volunteer, militate against the Force becoming thoroughly effective, but your Committee do not feel competent to recommend the particular character of the necessary changes without further careful enquiry.

Your Committee, however, are of opinion that the want of a competent Drill Instructor for the Hobart Town Artillery is calculated to prevent that branch of the Service from reaching the high state of efficiency which it would otherwise attain.

The expenditure of moneys for Defence purposes has been under the consideration of your Committee; and they are of opinion that the manner of keeping those accounts is apparently open to grave objection, and that it should be most searchingly enquired into as soon as Parliament re-assembles.

Your Committee desire to acknowledge the invaluable information afforded to them by Captain Maxwell, of H.M.S. *Emerald*, who very courteously attended their last meeting. For obvious reasons Captain Maxwell's evidence is not published.

Committee Room, 25th February, 1880.

J. M. DOOLEY, *Chairman*.

## No. 1.

WEDNESDAY, FEBRUARY 4, 1880.

*Present*—Mr. Dooley (Chairman), Mr. Pillinger, Dr. E. L. Crowther, Mr. Henry.

1. Resolution appointing Committee read.
  2. Volunteer Regulations (Paper H.A., No. 106, Sess. 1878,) read by Clerk.
  3. Ordered that application be made to the Hon. the Colonial Secretary for the following Returns:—(1.) Audited Balance Sheet referred to in Clause 39 Regulations. (2.) Return showing number of persons who have joined the Volunteer Service, date of entering and leaving, and reasons for withdrawal.
  4. Lieut.-Col. Home to be summoned.
  5. Committee adjourned to Friday, 6th February.
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## No. 2.

FRIDAY, FEBRUARY 6, 1880.

*Present*—Mr. Dooley (Chairman), Dr. E. L. Crowther, Mr. Lewis, Mr. Henry, Mr. Gellibrand, Mr. Pillinger.

1. Minutes of last meeting read and confirmed.
  2. Two letters from Staff Officer, Capt. Boddam, *re* Returns called for, put in and read.
  3. Telegram read from Colonel Home regretting inability to attend to-day's Committee.
  4. Capt. Just, Rifle Regiment, examined.
  5. Ordered that application be made to Colonial Secretary for all correspondence with the Government, since December, 1877, on the subject of the formation of the Volunteer Force.
  6. Capt. Just's Draft Bill to be printed.
  7. Committee adjourned until Saturday, 7th, at 11.30. Colonel Home to be summoned.
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## No. 3.

SATURDAY, FEBRUARY 7, 1880.

*Present*—Mr. Dooley (Chairman), Dr. Crowther, Mr. Lewis, Mr. Gellibrand.

1. Lieut.-Colonel Home attended the Committee, and gave evidence.
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## No. 4.

THURSDAY, FEBRUARY 12, 1880.

*Present*—Mr. Dooley (Chairman), Mr. Pillinger, Mr. Henry, Dr. E. L. Crowther.

1. Minutes of last meeting read and confirmed.
  2. Capt. E. M. Tudor Boddam attended the Committee, and gave evidence.
  3. Committee adjourned until Friday, 13th February, at 11.30.
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## No. 5.

FRIDAY, FEBRUARY 13, 1880.

*Present*—Mr. Dooley (Chairman), Mr. Pillinger, Dr. E. L. Crowther.

1. Minutes of last meeting read and confirmed.
  2. Captain Boddam further examined.
  3. Committee adjourned till Tuesday, at 11.20.
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## No. 6.

WEDNESDAY, FEBRUARY 25, 1880.

*Present*—Mr. Dooley (Chairman), Mr. Pillinger, Dr. Crowther.

1. Minutes of last meeting read and confirmed.
  2. Letter read from Commodore Wilson regretting his inability to attend the Committee, as requested by the Chairman, H.M.S. *Wolverene* leaving Hobart Town to-morrow.
  3. Draft Report considered.
  4. Captain Maxwell of H.M.S. *Emerald* to be asked to attend the Committee to-morrow.
  5. Committee adjourn until to-morrow, at 11.
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## No. 7.

FRIDAY, FEBRUARY 27, 1880.

*Present*—Mr. Dooley (Chairman), Mr. Pillinger, Capt. Crowther.

1. Minutes of last meeting read and confirmed.
  2. Captain Maxwell, of H.M.S. *Emerald*, attended the Committee, and gave evidence. (Committee resolved not to record the information afforded by Capt. Maxwell.)
  3. Draft Report read and adopted.
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## EVIDENCE.

FRIDAY, FEBRUARY 6, 1880.

CAPTAIN JUST, *Rifle Regiment, examined.*

*By the Chairman.*—Will you state what position you occupy in the Volunteer Service? I am Captain of No. 5 Company, Tasmanian Rifle Regiment. The swearing in of the Regiment was commenced in May, 1878. Colonel St. Hill was appointed Enrolling Officer, with Sir J. M. Wilson. Sir James could not attend, but I took his place, and the men were sworn in in the ordinary way. Great numbers presented themselves, but many never did more than take the oath.

The men were approved by Colonel St. Hill and passed by Dr. Mason, who volunteered his services as Medical Examiner. They were then sworn in by me. The enrolment on this system lasted two evenings, and over 100 men were enrolled. I continued to swear in men who presented themselves until August, 1879. The Local Staff being then organised, I discontinued, and recruits now present themselves at the Staff Office. Up to that period my lists show about 226 men passed through the ranks of the Rifle Companies. The present effective strength may be about 120. The list of my own Company up to September last showed 125 men as having passed through the ranks. The detail was as follows:—

Resigned from various causes .....	40
Removed to other Districts .....	4
Left the Colony without leave.....	5
Discharged for misconduct .....	3
Discharged for non-payment of fines and non-attendance at Parade.....	17
Joined the Band .....	1
Deaths.....	1
Effective strength, September, 1879.....	54

Total ..... 125

Since the date given I have not made up the Roll. It is now kept by the Sergeant-Major, who has all particulars.

Were there any Regulations when the Corps was formed? None.

The Volunteer Regulations were not gazetted until about the end of the year 1878. The Officers were elected for nomination to the Governor at a meeting held on 4th May, 1878.

Was any standard fixed? No;—men were admitted as low as 5 feet 4. Some lads were admitted under that, but only as drummers or buglers.

Any restriction as to age? None. Some were admitted from the age of 16 if of promising physique.

What was the rule as to age? From about 16 or 17 up to 45.

Why did the men retire? A great many of the men who were sworn in at first retired almost immediately,—I dare say about 10 per cent. Others retired almost immediately on the election of officers and non-commissioned officers, being disappointed at result of elections; others resigned finding it occupied too much of their time; others that they assumed a money responsibility with regard to uniform. Many who joined were young fellows who had no fixed employment in the place, and who immediately afterwards left the colony. Another thing that militated much against the movement was the delay in issuing the Regulations. After the Regulations were received many resignations came in from men who would not conform to rules as to fines, &c. Many were discharged also for non-payment of the fines, and a few were discharged for misconduct. There are very few resignations now, but then the strength of the Companies has been greatly reduced.

Does the existing law enable you to check this sort of thing? No: that is what I complain of. The men virtually command. The officers have no power to stop resignations. To remedy this, I suggest fixity of service for not less than two years, and I submit to the Committee a Bill to give effect to that proposal. Should the Committee disapprove of that Bill I should suggest for their consideration the introduction of a Militia Act.

Can you cite any authority stating that a soldier can be made in two years? In the Queen's Army the short service system is three years; at least with the colors, when the men are passed to the Reserve Force. Volunteers as a rule are more intelligent than the ordinary Army Recruits, and I think could be trained in much less time. Colonel Jervois, in his first Report, strongly recommends that there should be a fixed period of service. If a Volunteer is not efficient in two years he will never be so.

How long is it since the Standing Orders were issued? Only about six months,—I think somewhere about September, 1879.

Captain Just here handed in draft Bill prepared by himself to amend the Acts relating to Volunteers.

SATURDAY, FEBRUARY 7, 1880.

LIEUT.-COLONEL HOME *examined.*

*By the Chairman.*—Colonel Home, will you state what position you hold in the Volunteer Force? I am Lieut.-Colonel commanding the Northern Division. I was gazetted as Assistant Inspecting Field Officer of Volunteers on the 10th June, 1878.

What was your former rank in the army? I was Lieutenant in the 67th Regiment of Foot, and Captain in the Edinburgh Militia Artillery.

*By Dr. Crowther.*—What is your opinion on the present system of enrolment? That it is very faulty.

How? I think the men should be enrolled for a stated period of 2 or 3 years. Inducement by money grant seems to be the only way of accomplishing this—entitling them to a certain sum of money, say £5 or £10, on their becoming efficient. Under the present system we have no control over the men, no hold on them. I would not impose any compulsory *obligations* on them, but rather hold out *inducements*. I would call upon men to enrol under certain conditions and inducements, and I would have rules and regulations made so as to point out exactly how they would forfeit such grant through non-attendance at parades or otherwise.

If things were allowed to go on as at present, would not the force soon disband itself? I am quite satisfied the number would diminish. I do not think any men would join the force at all if the capitation grant were fixed at £1, that being insufficient to supply even the necessary clothing.

Suppose it were £2 10s. for certain? I am still of opinion that you must, in addition to that, hold out some further inducement for the men to remain in their present numbers.

What number of the present enrolled strength would probably remain? Certainly one-half; but you would then have an efficient body of men for a continued annual £2 10s. capitation grant, who would then become more efficient than now, and be reliable when called upon: the sum must be *fixed*, not liable to be cut down, as uncertainty would have a bad influence on the men.

Do you swear in the men as soon as they offer themselves for service? Yes.

Have many left the Force since you were connected with it? Yes.

What reason do you ascribe for the number of resignations? Some say they have got tired of it; others that they only meant to stay for twelve months; others that there is no inducement held out to remain; others that they would remain if inducement were offered.

Had the uncertainty of war anything to do with it? I think not. A very inferior class of men were enrolled in Launceston; they never should have been taken at all, and I think many who resigned are better away. Nearly every man who offered was enrolled, whether up to the standard or not. The prospect of war at the time had much to do with the men being taken on in that promiscuous manner.

Do you think the enrolment has been of advantage even to those who have left? Most assuredly, for they could be made useful in emergency.

What is your Artillery Force armed with? With two 36-pounders at the drill shed, two 68-pounders at the fort off Pig Island, two 12-pound howitzers, all muzzle-loading. We ought to have modern rifle field pieces, and artillery pieces in position.

*By the Chairman.*—What age would you enrol men? From 16 to 50, if fit for work.

Suppose the Government held out special inducements, should the men be under obligation, even after expiry of the bonus time, for further service, with the view of establishing a permanent reserve force? Yes, certainly. Their services should be at command in emergency; and it would be most desirable to assemble such men for drill occasionally, but that would not involve any considerable expense. Such reserve forces should only be called out in case of emergency.

Colonel Home then withdrew.

THURSDAY, FEBRUARY 12, 1880.

CAPTAIN E. M. TUDOR BODDAM, *examined*.

*By the Chairman.*—Captain Boddam: what position do you occupy in the Volunteer Force? I am Captain and Staff Officer.

I direct your attention to the third paragraph of Colonel Scratchley's Report with regard to the physique of Volunteers. Do you think the recommendations therein referred to should be strictly carried out? I do.

Have they been attended to hitherto? No.

Do you still think Colonel Scratchley's recommendation as to the necessity of a Drill Sergeant for the Artillery should be carried into effect? Most decidedly: at present the Artillery have no instructor.

Then are we to infer that if we continue the present system, *i.e.*, working without proper instructors, the force will be useless? Certainly; the men will never improve.

Have the directions given by Colonel Scratchley for the extension of battery platforms at Launceston been carried into effect? Not yet.

Must all orders for expenditure emanate from Colonel Scratchley? No; they may be recommended, but authority must always be obtained through the Colonial Secretary.

When so approved, who carries the work into effect? The Public Works Department: they are altering the drill-yard, &c. now.

Do you consider daylight drills absolutely necessary? Most certainly, for the attainment of proficiency; it is impossible to make Artillerymen efficient without them.

What do you think would be the most serviceable, Mounted Riflemen or Regular Cavalry? Mounted Riflemen, without doubt.

Would it be peculiarly so in this country? Yes.

Under whose instruction did you undertake the Batteries? They were commenced before I arrived, in charge of the Public Works Department. I arrived on 3rd May, 1878, but I did not take charge until 1879.

Who is your immediate Ministerial head? The Colonial Secretary; but this arrangement has only existed within the last four months: prior to that the authority was divided amongst several Ministerial heads, according to the nature of the work; but as inconvenience resulted from that system it was arranged that everything should go through the Colonial Secretary.

How many men have you employed at the Alexandra Battery? Twenty-two, all taken on by order of the Colonial Secretary: no men are ever taken on without his order. They are all good workmen, able-bodied men. We have no prison labour employed.

Have you any assistant to keep accounts? No; I do it all myself.

What is the explanation of the item "Overtime Telegraph Department?" That was during the war scare, when the offices were kept open every night till 12 o'clock, and operators had to be paid for remaining on duty.

What is the item "Mead, for conveyance of prisoners, £41 8s. 6d., to Alexandra Battery?" It was for taking the men in an omnibus to and from work.

What torpedo stock have we for the £87 18s. 5d. named in the account? Only sufficient for purposes of instruction, being two hundred pound winder electro-contact torpedoes, circuit closer, and galvanometer.

Referring to item £6 5s. 4d. for plan prepared in Melbourne, have you that plan? No; I did not see it.

Does the item £503 15s. 6d. represent all the wages and expenses of gang at Alexandra Battery? Yes, exclusive of Superintendent Moore's wages, tolls, and omnibus hire; there is a small account of some £18 for 1879, wages.

Have you the plans of the Kangaroo Point Battery? No; Colonel Scratchley has them to make some slight alteration.

Services of draftsman, Kangaroo Bluff Battery, £141 11s. 8d.,—where are these? In Colonel Scratchley's possession.

Surely those must be very elaborate plans? They are.

Alexandra Battery, £60 6s. 1d.,—have you these? No; only part of them; some are not completed.

Who gave the original design? It was prepared and furnished by Colonel Scratchley.

"John Clark, altering racers, &c, £138 17s. 9d.,"—what was that for? For re-altering from a large curve to a small one. I believe special machinery had to be erected for the purpose.

Could new ones be procured for less money? No; they would have cost a great deal more.

How was the clothing for Force arranged? Tenders were called in the usual way, as also for making of the uniforms, by instructions of the Colonial Secretary.

"Davies Brothers, £109 6s., printing Drill Book,"—how was this arranged? By tender in the usual way.

When was it supplied? In June, 1878.

The Witness withdrew.

FRIDAY, FEBRUARY 13, 1880.

CAPTAIN BODDAM *further examined.*

*By Dr. Crowther.*—How do you account for salaries of armed guards and battery constables on March 24, and April 22, appearing in this Defence expenditure account? The two constables are employed to look after the Magazine, and a guard for the Magazine.

But were they not always there before the Defence money was voted? Yes; while the prisoners were employed an armed guard was placed over them; when the prison labour was withdrawn the guard was charged all the same, although they worked in the Gaol.

Was the Military Storeman referred to (wages for Military Storemen £13 5s.) employed specially under the present Defence Vote, or was he employed prior to that? He was employed prior to the present Defence arrangements.

What revenue is derived from the Magazine? I think about £200 a year, but that revenue is not credited to Defence accounts.

*Re salaries for Magazine guard:* are these men specially employed on present Defence purposes, or have they not been employed for years in looking after that which is a source of revenue to the Government, but for which the Defence account does not get any credit? There has always been a Magazine guard of the same strength.

When you set the men to work at Alexandra Battery were you supplied with earth quantities, &c.? No.

Are the works in such a state that the quantities could be measured now? Yes, I think so.

Can you give a reason for alteration of the Alexandra Battery on Colonel Scratchley's first plan? The alteration was from C. to D. pivot, and to give more lateral range to the guns, and to admit of the latest improvements.

What do you consider the money value of the alteration? The only alteration that has been effected has been a slight extension of the foundation for the racer-stones, and a certain larger space excavated; on the other hand the old racer-stones in the battery were utilised instead of having to purchase new ones: this would more than compensate for any loss on the other side; it is therefore rather a gain than a loss.

In reference to the rifle range, do you think it a suitable place? Yes, for short range; and I think volunteers would not attend very regularly if the range was farther away.

What was the nature of the frequent repairs? Because the ranges were originally in a very tumble-down state.

Is it permanent now? Yes.

Witness withdrew.

BILL PROPOSED BY THE HON. MEMBER FOR SELBY (MR. JUST.)

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# B I L L

TO

A.D. 1880.

Further amend the Acts relating to the Volunteer Force in *Tasmania*.

PREAMBLE.

WHEREAS it is expedient to further amend the Acts relating to the Volunteer Force in *Tasmania* :

Be it therefore enacted by His Excellency the Governor of *Tasmania*, by and with the advice and consent of the Legislative Council and House of Assembly, in Parliament assembled, as follows :—

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Short Title.

1 This Act may be cited as "The Volunteer Amendment Act, 1880."

Governor may accept services of Volunteer Corps, naval and military.

2 It shall be lawful for the Governor on behalf of Her Majesty to accept the services of any persons desiring to be formed under this Act into a Volunteer Corps, naval as well as military, and such persons shall 10 serve for a period of two years in manner hereafter provided.

On such acceptance the proposed Corps shall be deemed to be lawfully formed into a Corps under this Act.

Existing Corps.

3 It shall be lawful for the Governor on behalf of Her Majesty to continue the services of all Volunteer Corps whose services have been 15 accepted before the passing of this Act, provided the volunteers of such Corps shall within one month from the date of the passing thereof take and subscribe the oath of allegiance in the form in the Schedule (1) as hereafter prescribed; and the services of every such Corps shall be deemed to be continued by the Governor on behalf of Her Majesty, 20 unless and until Her Majesty or the Governor thinks fit to exercise the power of disbanding or discontinuing the services of the Corps.

[Bill 39.]

The provisions of this Act shall apply to every such Corps as if its services were accepted under this Act, without prejudice to anything already done in relation to or by any such Corps. A.D. 1880.

**4** Should any volunteer neglect or refuse to take the oath of allegiance as prescribed by this Act he shall be deemed to be discharged from the Volunteer Force, and the Commanding Officer of his corps shall strike him out of the muster roll thereof. Discharge of volunteers.

**5** The Governor in Council may from time to time make such regulations and orders as to him may seem reasonable, permitting volunteers to retire from the Volunteer Force during their term of service: Provided always, that any volunteer so retiring shall forfeit all right to any bounty to which he would be entitled under this or any other Volunteer Act, and shall be called upon to discharge all liabilities accruing under such Acts Retirement of volunteers.

**6** Every efficient volunteer shall be entitled during each year of his term of service to a capitation grant of Two Pounds Ten Shillings sterling per annum as a contribution towards the expense of his clothing and equipment. Clothing and equipment.

**7** Every "efficient" volunteer who shall have completed the full period of Two years' service as prescribed by this Act, and who shall have been certified "efficient" during such period, shall be entitled at the expiration thereof to a bounty of Ten Guineas, which sum shall be payable to such "efficient" volunteer on the certificate of the Commandant. Bounty on completion of service.

**8** Every volunteer who shall have served Twelve months in any Volunteer Corps formed before the passing of this Act, and who shall within Two months after taking the oath of allegiance prescribed in the Schedule (1) produce a certificate from his Commanding Officer that he is an "efficient" volunteer according to the Regulations, shall be entitled to claim that his enlistment shall date from the first day of June, 1879. Privilege of existing volunteers.

**9** If any volunteer absents himself from his duty during the term of his service for any period exceeding Fourteen days without leave previously obtained from his Commanding Officer, he shall be deemed to have deserted, and shall be subject in respect of such offence to the provisions of *The Mutiny Act*, and may be apprehended and tried, and if found guilty of such desertion shall be liable to a penalty not exceeding Ten Pounds; and in default of payment of such penalty to be imprisoned and kept to hard labour for any period not exceeding Three months. Desertion by volunteers.

**10** Every efficient volunteer who shall have received the bounty provided by this Act shall be entitled, should he desire it, to retire from the Volunteer Force; and thereupon his name shall be placed on a Reserve List, and he shall become entitled to rank as a member of any Reserve Force hereafter to be constituted in *Tasmania*, and to retain in such force any military rank which he may have attained while fulfilling his term of service in the Volunteer Force: Provided always, that such efficient volunteer shall be bound to present himself for inspection by the officer commanding his district, or by such Inspecting Officer as Reserve force.



A.D. 1880.

His Excellency the Governor may appoint, at least twice in each year, and shall attend and pass all drills and exercises which may be prescribed by regulation for the maintenance of the efficiency of such Reserve Forces.

Reserve force  
may be called out.

**11** The Governor may at any time, by proclamation in the *Gazette*, call out for actual military service any passed volunteers serving on the Reserved List, and such reserved volunteers shall thereupon become bound to assemble at such place as the Governor may direct, and to serve under such officers as the Governor may appoint, subject to the laws regulating actual military service by the Volunteer Forces of *Tasmania*.

Acts to be read  
together.

**12** Except in so far as hereby repealed, this Act and the Acts of Parliament, 41 *Victoria*, No. 25, and 42 *Victoria*, No. 12, shall be read and construed together as one and the same Act.

Repeal.

**13** Sections 4, 5, 11, and 13 of the Act 42 *Victoria*, No. 12, and Schedule 1 of the said Act, being the Oath of Allegiance, are hereby repealed; but this repeal shall not affect the past operation of such Act or anything already done, or any right, title, obligation, or liability already accrued thereunder, or any remedy or proceeding respecting the same.

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## SCHEDULE.

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### OATH OF ALLEGIANCE.

I, *A.B.*, do sincerely promise and swear that I will be faithful and bear true allegiance to Her Majesty Queen *Victoria* as lawful Sovereign of the United Kingdom of *Great Britain* and *Ireland*, and of this Colony of *Tasmania*, dependent on and belonging to the said United Kingdom; and that I will faithfully serve Her said Majesty in this Colony for the full term of Two Years from the date hereof, for the defence of the same against all her enemies and opposers whatsoever. So help me God.