

PART III

APPENDICES

A series of appendices containing statistical and other factual data concerning the Australian Military Forces for the years 1929-1939.

APPENDICES PART III

SUMMARIES AND TABLES

The following summaries of personnel and statistics even 10 year period are included in this part of the report for convenience of reference. Many important details and remarks concerning the information therein are also contained in the paragraphs concerning the year of the happening:

1929 – 1939

1. Ministers for Defence. Secretaries for Defence
2. Personnel of Military Board.
3. Establishments of Staff Corps.
4. Establishments of Aust. Instructional Corps.
5. Establishments other Permanent Forces.
6. Comparative Table Permanent Forces 1929, 1933, 1939.
7. Establishments and strengths Citizen Force Officers.
8. Establishments and strengths Citizen Force Other Ranks.
9. Senior Cadets attached to Citizen Force.
10. District and Formation Commanders 1930.
11. District and Formation Commanders subsequent to 1930.
12. Royal Military College – Commandants and annual output.
13. Directors of A.H.Q. (to be compiled).
14. G. & A.Q. Staff Officers of Formations (to be compiled).
15. Staff Corps Officers out of Australia for special duty or training.
16. Draft estimates – Approved estimates.
17. Allocation – New Works, etc.
18. 401 Plan for Expeditionary Forces.
19. Improvement in Coast Defences – Developmental Programme.
20. Mobilisation Plans and preparations.
21. Manpower Plans and Machinery.
22. Army War Book.
23. National Register.
24. Women’s Voluntary National Register.
25. Rifle Clubs – Civilian – Militia
26. Volunteer Reserves.
27. Medical Reports of D.G.M.S.
28. Darwin Mobile Force.
29. Senior Cadet Officers.
30. Appreciation in 1936 of the Recruiting Situation by Adjutant-General
31. Report of Lt. Gen. E.K. Squires, Inspector-General.
32. Speeches or Addresses on Defence. Pamphlets 1930-1939.
33. Comparison of Military Units 1930 - 1939.
34. (a) Training Institution of Permanent nature established.

- (b) New fortifications erected 1930 – 1939.
- 35. Unemployment Relief stores issued to State Governments.
- 36. Appreciation Man Power Position Jan 1940.
- 37. Contract with IGs report of 1930.

PART IV

The personnel of Defence Secretariat (which till November, 1939, included administration and control of Navy, Army, and Air Forces) consisted of the following:

MINISTERS FOR DEFENCE

Senator Sir T.W. Glassgow	Till October, 1929.
Hon. A.E. Green	October, 1929 to February, 1931.
Hon. J.J. Daly	February, 1931 to March, 1931.
Hon. J.B. Chifley	March, 1931 to January, 1932.
Senator Sir G.F. Pearce	January, 1932 to October, 1934.
Hon. A Parkhill	October, 1934 to November, 1937.
Hon H.V.C. Thorby	November, 1937 to April, 1939.
Hon. G.F. Street	April, 1939 to November, 1939.

SECRETARIES FOR DEFENCE

M.L. Shephard, Esq.	Till November, 1937.
F.G. Sheeden, Esq.	Till November, 1939.
J.T. Fitzgerald Esq.	From November, 1939.
	Secretary for Army in addition to Finance Minister of Military Board

STAFF CORPS PROVISION OF ESTIMATES

	COLONELS AND ABOVE	LT COL	MAJORS	CAPTAIN	LIEUTS	TOTAL
1929/30	1	12	42	210		277
1930/31	14	11	42	210	(2)	277
1931/32	13	11	42	186		252
1932/33	13	11	48	169		241
1933/34	13	13	(3) 218			244
1934/35	13	15	214	(4)		242
1935/36	13	20	208			241
1936/37	16	20 (5)	209			245
1937/38	16	25	220			261
1938/39	16	29	240			285
1939/49	16	39	289	(6)		343

(1) Included Military Board 3
D.G.M.S. 1
District Comdts. 6
R.M.C. 1

(2) Depended on output from Royal Military College annually. Promotions to Captain automatic after years qualified service.

(3) Promotion to LT. Col. dependent on vacancies due to retirement of Senior Officers.

(4) Promotion to Major dependent on vacancies for Major remaining after statutory promotions of Lieut. to Captain had been made from the total of this group on the estimates.

(5) In the Military Forces List of 1934, of the Majors, Staff Corps, shown therein:

3 had been Majors since 1921 – 13 years
17 had been Majors since 1923 – 11 years
4 had been Majors since 1926 – 8 years
1 had been Majors since 1927 – 7 years

25 Total Promotions consequent on retrenchment 1922.

Whilst of the remaining 23, who had been promoted since 1927:

4 had been Captains over 9 years
4 had been Captains over 11 years

13 had been Captains over 12 years
2 had been Captains over 13 years

23 Total Promotions to Captain made consequent on retirement of Seniors 1922.

(6) As the only inlet to the Staff Corps is by the appointment of Staff Cadets from R.M.C. to rank of Lieut., any approved increase of establishment of the Staff Corps as a whole can only take place in the rank of Lieut., and after candidates have attended the necessary period to complete the college course.

STAFF CORPS

(7) It was therefore found necessary in the endeavor to increase the strength of the Staff Corps to fill urgent vacancies in 1939.

- (a) to raise the age to 25 years for 2 special entry classes;
- (b) to abridge the course to 9 months and 5 months, respectively, for those entrants.

In the case of candidates from the Military Forces, they were required to be:

- (a) Unmarried
- (b) Over 20 and under 25 on 1/3/1939.
- (c) Have attained a leaving certificate including Algebra and Trigonometry, and on honours pass in at least one subject.
- (d) Be recommended by a selection board.

If not a member of the Military Forces, then in addition to the above, to have competed one year in a Science or Arts Course, including Maths, at the University.

(8) By this means, the output from the R.M.C. in December, 1939 (3 months after outbreak of war) was increased to 57 instead of the normal number of 13.

(9) The addition of this semi trained personnel to staffs of 57 Military Units who had been without permanent Adjutants can be appreciated, particularly when the Units were called out for continuous training in war service.

(10) The careers of these differing types of candidates appointed to commissions from the College in December, 1939, should be worthy of comparison and analysis when consideration is being given to the future nature and length of College courses and the type of entrant.

Thirteen Staff Cadets of the 57 were the normal type who entered College direct from School with no personal knowledge of civil employment or citizen soldiering. Forty-four Staff Cadets (the special entry) were of the same educational type, but older in years, and had been out in the business world for some years after leaving school. Having served in the Militia, they were acquainted with citizen soldiering requirements and difficulties.

AUSTRALIAN INSTRUCTIONAL CORPS**(QUARTERMASTERS & W.O.'S**

Year	Number	Remarks
1929/30	600	
1930/31	569	Reduction by discharges and no replacements. Discharge on reaching age for retirement was also accelerated by furlough having to be taken <u>before</u> reaching the actual age for retirement.
1931/32	508	
1932/33	490	
1933/34	494	
1934/35	503	Central school at Randwick took candidates for appointment as N.C.O's
1935/36	603	To fill vacancies on Staff of Militia units.
1936/37	653	For Regimental Staffs of new Citizen Force units.
1937/38	1060	Special classes at Central School of Instruction, Randwick. The aim was to give every regiment or battalion a permanent Adjutant and a Quartermaster in addition to Instructors.
1938/39	1422	

Prior to the amendment to A.M.R. 184 A 1(a) – that on appointment to commissioned rank a soldier should be discharged – and the above shown on his discharge certificate as the reason for his discharge – an officer of the A.I.C. had no record of his service in the ranks – the date of his honorary commission appearing as though it were his first connection with military service.

The result of the amendment to the Regulation was that he received a discharge certificate covering the whole of his service in the ranks, and completing his service as a soldier of the Permanent Forces.

By appointment as Quartermaster he is granted honorary rank, which till 1940 was his only status in the Military Forces. The late T.G. (Gen. E.K. Squires) took over from the A.G. the question of improving the status of Quartermasters by allotting some substantive rank, but up to the end of the period covered by this report (December, 1939) the matter had not been finalized.

The increase in numbers of A.I.C. in 1936, 37, 38/39 was very valuable to the improvement of efficiency of the Militia Forces, but though the new appointees were of a suitable type and had passed a satisfactory standard at the Central School of Instruction, they were (on appointment to units) more or less lacking in practical experience of administrative details of their appointments, and some time had to elapse before results could be expected to be seen.

PERMANENT FORCES

PROVISION ON ESTIMATES (R.A.A., R.A.E, A.A.S.C., RTC)

YEAR	NUMBR	REMARKS
1929/30	836	Discharge due to age being advanced to include furlough before reaching retirement birthday caused the Army to lose their services one year earlier than previously. As places were not filled extra duty had to be performed by all ranks
1930/31	775	
1931/32	780	
1932/33	821	
1933/34	979	
1934/35	1180	R.A.A. & R.A.E. for Darwin Defences
1935/36	1353	R.A.A., R.A.E, A.A.S.C. and A.A.O.C. for new employments of 9.2" guns in accordance with developmental plan at Sydney, Newcastle, Perth, Hobart, Brisbane and Darwin. Includes also the Darwin Mobile Force.
1936/37	1389	
1937/38	2348	Does not include – Staff Corps or Aust. Instl. Corps
1938/39	2901	.

COMPARATIVE TABLE OF ESTABLISHMENTS

PERMANENT FORCES

Financial Years		1928/29	1932/33	1938/39
Promulgated in A.A.O.s on		26 Jun 29	31 Oct 32 AAO 182/32	15 Jan 39
Royal Military College			4 Offrs 7 AIC 22 ORs	12 Offrs 16 AIC 78 ORs
Aust. Instructional Corps	Quartermasters W.O.s and N.C.Os.	60 520	47 432	Sub 91) 183 Temp 92) 774
	TOTAL	580	479	957
Royal Australian Military Regimental		2 QMs 8 WOs 524 ORS	8 QMs 38 WOs 446 ORS	40 QMs 60 WOs 1094 ORS
	Darwin Mobile	-	-	233 ORS
	TOTAL	534	492	1427
RAE	Regimental	120	124	323
	Storemen, Field Fortress And A.A. units	-	-	31
	Services (Works) Branch Survey	20 3 offrs 11 ORS	20 3 offrs 12 OR	67 9 offrs 41 OR
	TOTAL	154	159	512
A.A.S.C	Supply & Transport Remounts	23 98	55 99	256 134
	TOTAL	121	154	390
A.A.M.C.	-	18	18	34
A.A.C.C	-	-	5 offrs 40 ORs	27 offrs 218 ORs
A.A.V.C	-	4	4	4
HQVCST	-	15	10	12
GRAND TOTAL		1426	1394	3692

PERMANENT FORCES

1. 1928/29 is taken as the last year of Citizen Force Training under Part XII of the Defence Act, when with limited funds only nucleus units of the Permanent Forces were being maintained and Universal Training carried out by one quota of Senior Cadets and 19, 20 and 21 years trainees in the Citizen Forces.
2. In a normal year, it was exceptional for estimates to be passed before December, allowing establishment for the financial year to be promulgated early in January. In the worst financial year for military estimates, namely 1932/33, when further reductions had to be made in the Permanent Forces, the estimates were rushed through in October (see Column 2) to enable savings to be made by early discharges of members.
3. Except in January, 1939, when the exceptional recruiting campaign to raise the Citizen Forces to 70,000 was in being, and the Treasurer had announced as a policy that all savings were to be devoted to immediate improvement of Defences, recruiting for any increase in establishment of the Permanent Forces had to be deferred till June of each year in order to eke out the annual Financial allotment providing for existing personnel, and to make provision for clothing, etc. for the additional personnel; so that in reviewing establishments of Permanent Military Forces as converted into strength of personnel in any financial year prior to 1939/40, it should be remembered that on the first of July of the next financial year, the additional permanent personnel would have only commenced their recruit training.

ESTABLISHMENT AND STRENGTHS
(CITIZEN FORCES)
(ACTIVE LIST)
OFFICERS

YEAR	ESTABLISHMENT	STRENGTH	REMARKS
1929	3208	2638 (a)	Disbandment of certain units and transfer of their officers to Unattached Lists
1930	2796	2556 (b)	
1931	2807	2510 (c)	Retirement of ineffective junior officers. Replacements being trained in schools and courses as N.C.O.'s. Officers to go away from training centre to find employment
1932	2584	2376 (d)	
1933	2583	2364 (e)	
1934	2670	2407 (f)	Replacement overtaking wastage.
1935	2710	2419 (g)	Lack of Permanent Staff in some units reacted on candidates not qualifying at examinations for appointment to commission, and at promotion examination
1936	2958	2435 (h)	
1937	3185	2697 (i)	Recruiting drive, reforming dormant units increased members.
1938	3349	2940 (j)	Hitler's invasion of Austria and Czecho-Slovakia increased military interest of all ranks.
1939	5428	3285 (k)	Munich, and recruiting drive to raise A.M.F. to 70,000, plus increase in the Permanent Staff of Regiments and Battalions enabled more instruction to be given, and candidates to obtain more experience by attendance at camps and courses which were more numerous.

Officers of the unattached and reserve of officers lists are not shown in above, only officers actively connected with Formation Staff, and serving with units.

Officers of the Regimental Reserves are not shown, but each unit had a number of officers in addition to the above who attended parades and courses, and sometimes training camps to fill vacancies.

ESTABLISHMENT AND STRENGTHS**CITIZEN FORCES****OTHER RANKS**

YEAR	ESTABLISHMENT	STRENGTH	REMARKS
1929	45790	44296	Universal Training
1930	32204	25437	Consisted of changing personal caused by: (a) loss of interest; (b) delay in prevision of new uniforms; (c) restricted tram fares to parades; (d) training only in large towns- men who had to seek employment elsewhere had to be granted leave or discharged.
1931	32193	25387	
1932	27416	24759	
1933	27417	24502	
1934	28312	25181	
1935	28042	24435	Drop due to discharge of members only shown as paper strength previously.
1936	31049	26637	Publicity and recruiting campaign to raise force to 35,000.
1937	32675	31976	
1938	33996	32302	Hitler invaded Austria and Czecho Slovakia.
1939	65897	67500	Aftermath of MUNICH. Raising force to 70,000.

Remarks.

Further factors affecting the strength of the Citizen Forces will be found in the reports for each year of this report.

ATTACHED TO CITIZEN FORCES UNITS
STRENGTH OF SENIOR CADETS

YEAR ENDING	STRENGTH	REMARKS
1930	5586	Decreases due to Senior cadets reaching age of 18 and transferring into ranks of Militia – no recruiting publicity to attract replacements.
1931	4421	
1932	3656 (a)	
1933	2836	
1934	3159	
1935	2880	
1936	3173 (b)	Recruiting campaign to raise Militia to 35,000 also attracted Senior Cadets.
1937	4389	
1938	4068 (c)	Cadets becoming 18 and transferring to Militia.
1939	3939 (d)	Revived recruiting campaign.

Prior to 1930 all Senior Cadets were trained as Infantry, either at the Drill Hall of the Area in which they resided, or with the Detachment at the School or college which they attended.

On the institution of a voluntary Militia system in 1929, all arms of the Service invited Senior Cadet recruits irrespective of distance of their residence from drill hall. An immediate result was the increased claims for fares to parades, for which for many years the provision on the estimates was insufficient to pay, with consequent falling off in numbers and attendances as shown above and in the remarks on successive years in report herein following.

Technical units gradually dispensed with Senior Cadets as their elementary technical training demanded too much time of the depleted staffs.

DISTRICT AND FORMATION COMMANDERS IN 1930

Military Force Lists were not printed between 1926 and 1935. Therein a Command and staff List was printed in 1934.

1st Mil. District - Queensland

Mixed Bde. & Base - Brig. E.M. PALPH,
Staff Corps.

2nd Mil. District – New South Wales

1st Division & Base - Brig. F.B. HERITAGE,
Staff Corps

2nd Division - Major-General H.G. BENNETT,
Citizen Forces.

1st Cav. Div. - Brig. A. MILLS,
Citizen Forces

3rd Mil District - Victoria

3 Div - Major-General H.W. GRIMWADE,

4 Div. & Base - Brig. Gen. C.H. FOOTT,
Staff Corps.

2 Cav. Div. - Brig. W.A. SCOTT,
Citizen Forces.

4th Mil District – South Australia

Field Troops & Base - Brig. W.E.H. CASS,
Staff Corps.

5th Mil District

Field Troops & Base - Brig. Gen. C.H. JESS,
Staff Corps

6th Mil District - Col. H.J. COX TAYLOR,
Staff Corps.

ROYAL MILITARY COLLEGE

Transferred from Duntroon and open Victoria Barracks, Sydney, January 15th, 1931 as part of Army Schools of Instruction. (M.B. Circ. 16/1931 – Corresp.. 735/2/91).

Transferred to Duntroon and new wing opened January 15th, 1937.

Commandants.

Col. E.F. HARRISON
1929-30

Brig. F.B. HERITAGE
1931-32

Col. J.D. LAVARACK
1933-35

Brig. C.G.N. MILES
1935-39

R.M.C. OUTPUT

At end of 1930	-	16	
.. 1931	-	11	
.. 1932	-	9	
.. 1933-		9	
.. 1934	-	-	Due to no intake in 1931.
.. 1935	-	4	
.. 1936	-	10	Upper age raised to 20 years. Length of course reduced to 3 years – A.A.O. page 100/36
1937	-	10	
	-	11	1935 Entry
1938	-	13	1936 Entry because of shortened course.
1939	-	13	1937 Entry
	-	21	Class 2B special entry of January, 1939
	-	23	Class 2C special entry of July, 1939

Remarks

For classes 2(b) and 2(c) Special Entry 1939

- (i) Candidates had to be within the ages of 20 to 25 years of age.
- (ii) If a member of the Defence Force, a Leaving Certificate was required.
- (iii) If not a member of the Defence Force, the candidate must have done at least one year Science or Arts Course at a University.

For details see ANNUAL REPORTS OF R.M.C. for 1929 and succeeding years to 1939.

HEADS OF DIRECTORATES AT A.H.Q. IN 1930

(Can be compiled as and if required by Branches concerned).

(No Forces List between 1928 and 1934).

STAFFS OF BASES, FORMATIONS, & DISTRICTS IN 1930

G. BRANCH
A.Q.

(Can be compiled if required later by Formations concerned).

NUMBER OF STAFF CORPS OFFICERS WHO WERE OUT OF AUSTRALIA ON SPECIAL DUTY TRAINING, OR EXCHANGE BETWEEN 1930 AND 1939 (INCLUSIVE).

YEAR	High Commission Or War Office	Imperial Defence College	Staff College, Camberley	Staff College, Quetta	Exchange – Great Britain	Exchange India	Other Training or Duty England	Training in India	Special Duty, Canada, U.S.A., Singapore, Malaya	TOTAL
1930	3	1	4	2	1	1	8	6	-	26
1931	3	1	4	2	1	1	4	-	-	16
1932	3	-	4	2	1	-	4	-	-	14
1933	2	-	3	1	1	-	5	6	-	19
1934	2	-	2	1	1	1	6	5	-	18
1935	3	1	3	2	1	1	8	5	1	25
1936	2	-	4	2	1	1	10	4	1	25
1937	2	1	4	2	1	1	20	5	2	38
1938	3	-	4	2	1	1	20	5	1	38
1937	3	1	5	-	1	1	12	-	3	27

Remarks

- Names of Staff Corps and Courses they were attending abroad are shown in records for each year attached to this report (Part IV).
- Whilst many officers were away more than one year, the total shown represents the equivalent number of officers in each year that were not available for duty in Australia and for whose overseas maintenance and training provision had to be made from very limited financial resources of the Army Vote.
- On the other hand, it shows that whilst Australian Military Forces were in many cases short of up-to-date technical arms and equipment, when these were provided later by the unlimited funds made available for war in 1939 Staff Officers (and W.O.s) skilled in their uses, were available as instructors and exponents.
- In the 2nd A.I.F. by December, 1939, there were 10 Staff Corps officers with P.S.C. Certificates, whilst by June, 1940, the number had increased to 28. (See A.M.F. list 1940).
- All officers attending courses overseas were recalled to Australia in September, 1939.

ANNUAL MILITARY ESTIMATES
FOR YEARS 1930 – 1940

DRAFT AS SUBMITTED BY MILITARY BOARD	AMOUNT PROVIDED IN PRINTED ESTIMATES	REMARKS
1929/30 £1,564,543	£1,386,287	Financial Depression.
1930/31 £1,374,330	£1, 184,558	Do.
1931/32 £1,191,471	£1,050,935	
1932/33 £1,064,053	£955,400	Change of Government Feb. 1932.
1933/34 £ 1,122,142	£1,109,967	
1934/35 £1,420,040	£1,278,400	Introduction of 3-year Development Programme.
1935/36 £ 2,268,846	£1,397,215	Increase of Militia to 35,000.
1936/37 £ 2,164,834	£1,717,038	New Units, slight increase Permanent Forces.
1937/38 £1,861,065	£1,717,860	
1938/39 £1,861,065	£1,937,860	Munich. Hitler's invasion of Austria and Czech-Slovakia. All savings to be devoted to defence. (See Treasurer's statement with printed estimates).

- (a) The above does not include – War Services
Rifle Clubs.
New Works, Fortifications, etc.
- (b) The first column shows the final minimum figures submitted by the Military Board as being necessary for maintenance. The second column shows the account provided.
- (c) The sum allotted for 1932/33 was the lowest since 1919, and in addition a further considerable reduction in the Forces was intended as result of Disarmament Conference.

(See remarks of Minister in printed estimates and comments herein for year 1932).
- (d) Votes for additional Works, Fortifications, etc. are shown separately.
- (e) It should be borne in mind that one Minister had to:
- (a) decide on the conflicting claims of the three Services"
 - (b) Sub-allocate the proportionate amount considered due to each;

(c) Press the total claim in Cabinet against the claims of Ministers representing other important Commonwealth civil Departments.

(f) One Minister for Defence (Mr Archdale Parkhill) quoted to the Military Board that there was only one member of Cabinet in peace-time anxious to see that the Services vote was ample and that was the Minister for Defence, as any increase in the Defence Vote meant a decrease in some other Cabinet Minister's vote.

ALLOCATION 1930 to 1939

ADDITIONAL NEW WORKS, BUILDINGS, FORTIFICATIONS UNDER CONTROL OF
DEFENCE, MILITARY

1930/31	£1,580	Estimates page 388.
1931/32	£6,494	Estimates page 372.
1932/33	£8,980	Estimates page 342.
1933/34	£23,463	Estimates page 261.
1934/35	£264,411 (Introduction of 3-year Development Programme)	Estimates page 261. (Statement by Minister attached to printed Estimates.
1935/36	£748,145 Second stage of Development Programme	Minister's statement attached to Printed Estimates pages 5 and 6.
1936/37	£708,216 (Third and final Stage of Programme)	Estimates 1936/37 Page 280 Minister's Statement.
1937/38	£577,700	Estimates page 281.
1938/39	£213,730	Estimates page 287.
1938/39	£213,730	Estimates page 287.

THE 401 PLAN FOR EXPEDITIONARY FORCES

In 1920, the Allies despatched parties from the boundaries commission of the league to enemy countries to decide on new boundaries.

It was decided that in Asia Minor, Syria should be handed over to France.

General Kemel Pasha, who had negotiated the surrender of the Turkish Army with General Allenby, now, as President of Turkey, protested that one of the conditions of the surrender was that no portion of Asia Minor should be given to France.

He was informed that General Allenby had no authority to make such agreement and that the Boundary Commission was the supreme authority in such matters.

Kemal consequently withdrew the Turkish Government from Constantinople to Angora and proceeded to remobilise the Turkish Army, despite warnings from the League of Nations.

In an address to the Staff College, Camberley, in 1920, the C.G.S. (General Sir Henry Wilson) illustrated that the only effective regiments of the British Army were on the Rhine or in India – the home Army consisting of youths doing recruit training; - that it would be impossible to raise an Empire Army for the purpose of invading Turkey.

A Greek Army later invaded Turkey in Asia, and for a period advanced victoriously inland till overwhelmingly defeated by Kemal, driven back to the coast and forced to evacuate Asia Minor completely – both Army and civilians.

Kemal Pasha then marshalled an army for an advance on Constantinople and the Dardanelles, then lightly held by a few British Forces at Chanak.

This very delicate and tense situation prevailed for a considerable time with opposing forces in contact at Chanak, with prospects of a war of first magnitude breaking out again in which it would be necessary for the Dominions to again participate. Fortunately, tactful handling of the situation, and the granting of certain conditions to Turkey, enabled peace and concord to be established with Turkey.

The situation at Army Headquarters in Australia during the strain disclosed that at any similar international situation in the future the Military Board might be informed that Parliament had decided to raise the dispatch an expeditionary force with the least possible delay. Delay would depend on the size and composition of the force, and elimination of unnecessary delay on the existence of a plan of organization for such force.

It was realized that official recognition of such plans could not be obtained, and that their preparation must be secret. Accordingly, selected officers of the General Staff at Army Headquarters were selected especially to draw up details of schemes for the organisation and composition of Expeditionary Forces of various sizes with Battalions and Regiments, or portions thereof, drawn from the various states on a pro rata scale in accordance with the size of the Force.

On completion of the table of establishment of any particular force, the information was despatched under secret cover to District Base Commandants, by name who with their General Staff Officers were required secretly to prepare the details of the plan affecting the troops to be raised in their respective Districts.

Throughout the years 1930 to 1939, despite the many other calls on depleted staffs, the plans were kept under constant revision, and the necessary organisation and administrative arrangement added to, particularly after Munich.

The value and effectiveness of the arrangements made was shown at the outbreak of war by the fact that on Friday, September, 1939, the Commandants of the Military Districts were assembled in conference at Victoria Barracks, Melbourne, for the purpose of receiving final instructions regarding the possibility of Parliament deciding on an Expeditionary Force. When the newspaper boys at the Barracks gate were found to be selling the papers with the decision of Parliament so to do.

THREE-YEAR DEFENCE DEVELOPMENT PROGRAMME

1. See explanatory statement prepared by direction of the Minister for Defence on Estimates for 1934-1935.
 - (a) In para. 1 of the above statement reference is made to Government Defence Policy issued in a speech by the Minister for Defence at Sydney on 25th September, 1933.
 - (b) Objectives of Navy, Army, Air Force and Munitions Supply Branch were outlined, and the basis for attaining them was stated to be the continued development of an effective policy.
 - (c) Departmental Boards were asked to submit proposals extended over a period of three years.
 - (d) Government laid down following principals:
 1. The objectives intermediate to the ultimate object of the Policy;
 2. Proposals of Services and Munitions to be dovetailed to ensure fulfillment of uniform advance and maximum security from expenditure involved;
 3. Total expenditure to be correlated with prospective financial capacity of Commonwealth.

2. First year of Programme – To strengthen Coast Defences by installation of new armament. Army items in programme:

Increased maintenance	-	£15,000
Coast Defences	-	£141,500
Anti-aircraft Defence	-	£ 28,000
Mechanisation	-	£ 3,000
Gun Ammunition	-	£ 42,126
Technical Stores	-	£ 9,020
TOTAL		<u>£238, 646</u>

On the next day the Headquarters in each capital city were besieged with recruits, for which naturally they were not prepared, but by Monday full details had been issued to the Press as to units to be raised and procedure for enlistment – a result which would have been impossible without the existence and maintenance of the 401 Plan.

401 Plan was so called so as to give no clue to its contents or aims if any reference thereto was overheard in conversation.

(See Minister's statement on Estimates
For 1935-1936)

AIMS OF THE PROGRAMME

Restoring existing organisation to satisfactory maintenance basis.

Strengthening and expansion of organisation along the lines of Development Programme.

ARMY

- (a) Rearmament of Coast Defences.
- (b) Improvement in armament and equipment of units allotted for support of the Coast Defences.

EXPENDITURE

Expenditure on first year is shown in para. 2 of statement.

ALLOTMENT

Allotment for 2nd year is shown in para. 3 as:

Maintenance	-	£117,348
Capital	-	£888,444

PROGRESS

Progress effected during first year of programme is shown para. 3 as:

- (a) Commencement of installation of 9 2" guns at Sydney and increase of 6" guns.
- (b) Amount allotted for local manufacture of A.A. guns.
- (c) Provision for purchase of materials for local production in accordance with mechanisation policy.
- (d) Increase in reserve of Artillery Ammunition by local manufacture.
- (e) Purchase of technical stores (bridging, signal and anti-gas).

PROPOSALS FOR 2ND YEAR

- (a) Complete installations of 9 2" guns and continue installing necessary equipment at Sydney.
- (b) Commence installation of 9 2" guns at Fremantle.
- (c) Change site of Fort Forrest (Fremantle).
- (d) Improve Coast Defences of Brisbane.
- e. Allot further funds for local manufacture of A.A. guns, and purchase of instruments and searchlights.
- (f) Continue making provision for Mechanisation of Forces.
- (h) An installment of modern technical equipment.

MECHANISATION POLICY

- (a) The completion of mechanisation of A.A.S.C. (Transport).
- (b) Mechanisation of Artillery allotted to Cavalry Formations.
- (c) Mechanisation of Medium Artillery.
- (d) Research for local pattern of Armoured Car, and to increase mobility of Field Artillery.
- (e) Adaptation of war stocks of Infantry Weapons (Mortars) to modern design.

3RD YEAR OF PROGRAMME.

1936-37

(See Estimates and Minister's Statement therein).

In March 1936, Germany occupied Cologne. Hitler decreed military service for males for 2 years.

The Government, in addition to providing for their year of programme, provided for first year of a new programme (see foot of page 5) to continue development of effective policy, of Minister's Statement.

First stage to cover miscellaneous unavoidable increase of prices, a number of items for rounding off current programme, and certain new proposals urgent nature, including:

- (a) Improvement in pay and conditions of Citizen Forces.
- (b) Restoration of half free grant of S.A.A. to rifle clubs.

Provision for third year (para 3);

Army -	Maintenance	£125,661
	Capital	£767,217
	Total	<u>£892,878</u>

Army total for 3 year programme:

	Maintenance	£1,412,130
	Capital	£1,018,669
	Total	<u>£2,430,799</u>

Para 34 – PROGRESS MADE DURING 2ND AND 3RD YEAR OF PROGRAMME

- (a) Installation of 9 2" guns and equipment at Sydney reached advanced stage.
- (b) Commencement of works construction for 9 2" guns made at Fremantle.
- (c) Modern armament ordered for defence of Newcastle.
- (d) New site obtained at Swanbourne for guns from Fort Forrest.
- (e) Local manufacture of A.A. Guns and Ammunition continued.
- (f) For unit support in the fixed defences:
 - (i) Purchase of vehicles and material for local production.
 - (ii) Increase in reserve of Artillery Ammunition by local manufacture.
 - (iii) Purchase of bridging, signal and anti-gas equipment.

Para 35 - WORK TO BE UNDERTAKEN

- (a) Complete installation at Sydney.
- (b) Continue installation at Fremantle.
- (c) Sell old site of Fort Forrest (Fremantle) for oil or commercial use.
- (d) Improve fixed defences of Brisbane.
- (e) Allot further funds for A.A. Guns and searchlights.
- (f) Continue mechanisation of Forces.
- (g) Increase reserve of Artillery and S.A.A. Ammunition
- (h) Increase modern armament and technical equipment.

MECHANISATION (see para. 36)

To continue as for 2nd Year.

Para 38 - MILITARY WORKS AND BUILDINGS CONNECTED WITH THE PROGRAMME.

- (a) The building of emplacements, magazines, engine rooms, storerooms – Sydney, Fremantle, Swanbourne.
- (b) Emplacement at Brisbane.
- (c) Accommodation buildings for N.T. and mechanised fighting vehicles.
- (d) Improvements to drill halls.

PROGRAMME

REFERENCE ESTIMATES 19937-38

Note: November 1936	Hitler again raised demand for colonies.
September, 1937	Mussolini and Hitler met at Munich.
August, 1937	Shanghai evacuated by British subjects.

There is no explanatory statement by the Minister for Defence filed with the estimates for 1937/38.

The Treasurer in the speech introducing the estimates states, August 27th:

“It may be asked why the Government does not attempt to spread this largely increased provision for defence over a longer period than one financial year.

The reason is that the Government’s proposals for increased expenditure are essential – and time is the essence of the contract. All have to be put in hand at the earliest possible moment.

Defence Expenditure is not translated into actual armament overnight. Time must elapse between the voting of money and the resultant increase of strength of the fighting services. The government is therefore convinced that the whole of its present programme should be undertaken now in the interests of the security of Australia.”

Reference is also made in the speech to the Prime Minister’s statement to Parliament on the Imperial conference, and on the principles of the Development of Australian Defence.

Details of the programme for the year 1937/38 are not given, but amounts allocated as under are shown.

(a) Page 281 – Military

Coast Defence – Equipment and Works	-	£113,920
Arms Armament and Ammunition	-	£285,740
Defence Works, Fortifications and Engineering Work	-	£ 8,040
Educational orders connected with Supply	-	£ 70,000
	TOTAL	<u>£587,700</u>

(b) Page 291 – Works out of Loan Fund

Coast Defences – Equipment and Works	-	£117,550
Arms Armament Ammunition	-	£109,180
Buildings, Works, Sites	-	£415,170
	TOTAL	<u>£641,900</u>

PROGRAMME – 1938/1939

Reference Budget Speech by Treasurer introducing the Estimates

Note: In December, 1937	Italy left League of Nations.
January, 1938	Japanese landed near Hong Kong.
March, 1938	Hitler invaded Austria and declared it a German Province.
May, 1938	Mexico broke off relations with Great Britain.
May, 1938	Hitler visited Rome and set up Rome-Berlin Axis.
September, 1938	Student Crisis.
September 29 th 1938	German enter Czecho-Slovakia

On page 5 regarding Defence, the Treasurer states:

Page 5 "In April last Prime Minister outlined Government programme for next three years to:

- (a) Strengthen greatly Army, Navy, and Air Force.
- (b) Organise civil industry for emergency.

The subsequent trend of the international situation has unfortunately only emphasised the urgency and importance of pressing on with strengthening of our defences.

It is the intention of the Government that the whole of the excess revenue of last year, £3,494,733 will be taken to Defence Equipment Fund Account, and of this £2,494,733 applied towards expenditure this year."

Estimates page 287 show:

ADDITIONS, NEW WORKS, BUILDINGS

(a) Cost Defences	-	£ 15,980
(b) Arms armament ammunition mechanisation equipment and reserves	-	189,950
(c) Defence works, Darwin	-	7,800
(d) Buildings, Works, Sites	-	6,267
	TOTAL	<u>£219,997</u>

Page 297 – Expenditure for Works from LOAN:

Coast Defences	-	£23,000
Arms, Armaments, Ammunition	-	550,000
Defence Works, Darwin	-	20,000
Buildings, Works, Sites	-	394,200
	TOTAL	<u>£987,200</u>

Page 229 – Shows total estimated Capital Expenditure from all funds.

MOBILISATION PLANNING 1930 – 1939

All mobilisation plans for the Army were based on the Army Headquarters (internal) Section of the Commonwealth War Book, supplemented in greater detail by Standing Orders for Mobilisation.

This Army Headquarters Section enumerated the general government policy for which Army plans must provide and indicated the matters upon which co-ordination with the Branches of the Defence Department and other Government Departments was necessary.

The Government's policy was till August, 1938, based on the conception of 1933, that prior to actual hostilities, several months' warning would be likely to be received during which mobilisation arrangements could be methodically brought into force.

The Government's alteration of policy in September, 1938, owing to events in Europe leading up to the Munich agreement, required immediate amendments in mobilisation plans to provide for:

- (a) The increased First Line Component Force.
- (b) To provide for much speedier mobilisation on the conception that it was possible for an actual enemy blow to be struck within a period of less than one month.
- (c) For the addition of matters which had arisen during the past two years of intensive war planning with only gradual implementation of the programme approved by the Minister in 22nd August, 1936.

In a report to the Secretary, Defence, from the Secretary, Military Board on the Development of National Planning (Secret 15/401/71) dated 17/08/1938, and including the progress report of the Mobilisation Committee final stages of Army Headquarters Programme for War Preparation Plans) dated 12/8/1938, the state of the mobilisation plans to that date are reviewed and set out in very clear detail, including the anticipated date of completion, by formations, etc., and the plans for future requirements to ensure that all plans are kept to date.

The work performed by the Mobilisation Committee under LT. Col. T.E. Weaver will be seen to be of extraordinarily high Calibre, and should be viewed with the knowledge that it was performed in addition to his routine duty as an officer of a very depleted staff of the Adjutant-General.

The progress that was made between August, 1938, and June, 1939, is best shown by the following report of a Mobilisation Conference at Melbourne in May, 1939. A Mobilisation Co-ordination Conference was arranged by the Adjutant-General to be held at Melbourne from May 22nd to June 3rd, 1939, to co-ordinate and finalise details for District, Formation and Unit Mobilisation Orders in connection with Army Headquarters Planning and Army Instructions for war.

Instructions for the holding of the conference and submission of matter for inclusion in the agenda are contained in S35/404/45 promulgated in SM 591 of 3/4/1939.

The scope of the Conference is shown by SM S12 of 4th May, 1939, in the programme and the 25 agenda (each of many subjects) submitted for each section of mobilisation orders and in connection with Orders of Battle and subsidiary plans consequential to be implemented thereof.

The representative nature of the Conference is shown by the names of the 21 officers detailed to attend throughout, and by the 8 special officers of Staff Corps, Finance and Ordnance Branches who attended on specific dates.

At the conclusion of the Conference, it was agreed that all aspects of mobilisation had been covered in the Army Instruction and Orders, and that, provided sufficient staff was made available in Districts, Formation and Unit Orders could be speedily brought up to date.

OUTBREAK OF WAR

ISSUES OF PROCLAMATION DANGER OF WAR 2/9/1939

PROCLAMATION CALLING OUT C.M.F. FOR WAR SERVICE 2/9/1939

PROCLAMATION EXISTENCE OF WAR 3/9/1939

As an instance of the efficiency of plans for the precautionary stage, the following is of interest.

On receipt of information that proclamation danger of war was being issued by the Governor-General, the code telegrams were despatched by the Adjutant-General to Districts on the afternoon of Saturday, September 2nd, involving the immediate calling up by certain units of members for the guarding of vulnerable points and military works.

Soon after 6 p.m. the same day, a notice was received at the home of the Adjutant-General, for his son, a private in the 6th Battalion (The Royal Melbourne Regiment) to parade in full marching order, with one day's ration, at an appointed time and place, thus taking little more than 3 hours for the order to pass from Army Headquarters through Formation, Brigade and Unit Headquarters channels to individual members of the Citizen Forces.

The troops allotted to the garrisons of defended ports were also called up for war service for 16 days, but the mobilisation of the Citizen Forces was not proceeded with as a Government policy till December, 1941.

In accordance with the proclamation of September 3rd, 1939 (C. of A. Gazette No. 62) enabling portions of the Citizen Forces to be called up for such periods as may be directed by the Military Board, half the Citizen Forces at existing strength was called up for 30 days continuous training, to be then relieved by the other half. (See special A.A.O. 14/9/49).

Whilst the proclamation of November 30th, 1939 (see C. of A. Gaz. 154 of 30th November, 1939) by virtue of D.A. 60 called upon persons of Class 4 Div 1 to enlist and serve, this did not authorise the completion of units to war establishment, but only the segmentation of units by the enlistment of the available personnel in their areas; which policy of the gradual calling up of the remaining divisions for war service was continued till the reserve of manpower is D.A. 60 Class 1 was expended.

The effect of these piecemeal increases of personnel on complicated supply, transport, and maintenance plans (which had been prepared for either partial or complete mobilisation) meant much rapid amendment and adaptation of these plans to suit resultant policy situation; and results speak well for the original planning which stood the test, and also for the previous

pre-war mobilisation training of Militia Staffs which had been given to selected officers during 1939, which enabled them later, as Staff Officers in Commands replacing these on active service with the 2nd Imp. Force, to implement Government policies with so little complaint from the troops, and with inadequate equipment and materials to draw upon.

When in December, 1941 the whole of the Citizen Forces were eventually mobilised (after the Japanese entry into the war) the criticism which was then made of the temporary dislocation of industry by the calling up of all the Military Forces can now be seen in perspective to have been a very minor matter, when it is considered that, due to priority given to the 2nd A.I.F. in the selection of personnel and equipment for Corps Headquarters, 6,7,8 and 9th Dive., an Armoured Div and ancillary units (an additional force equal in organisation to the number of formations maintained in peace and on which mobilisation plans had been built) the Home Army Staff had been left with the residue of officers and N.C.O.s (both Staff Regimental) few of whom had knowledge of the details on which the original plans had been built.

DEVELOPMENT OF NATIONAL PLANNING

Secretary

With reference to your minute of the 8th August, 1938, I am commanded by the Military Board to forward the following information as to the state of preparation reached in regard to the plans for mobilisation in the army.

BASIS OF POLICY AND PLANS

1. All mobilisation plans for the army are based upon the Army Headquarters (Internal) Section of the Commonwealth War Book, which is supplemented in greater detail by Standing Orders for Mobilization.

The A.H.Q. Section of the War Book enunciates the general policy for which the Army plans must provide and indicates the matters upon which co-ordination with the branches of the Defence Department and also all other Government Departments is necessary, and allocates responsibility for same. The A.H.Q. Section of the War Book has had few amendments since 1933 and it is based (as are also the Standing Orders for Mobilization) on the then conception of General Mobilization.

Furthermore it was, up to that period, considered that, prior to any actual hostilities, several months warning would be likely to be received during which mobilization arrangements could be methodically brought into force.

The A.H.Q. (Internal) War Book requires immediate amendment to conform to the Government's present policy in respect of: -

- (a) the First Line Component Force;
- (b) to provide for much speedier mobilization in view of the present conception that it is possible for an actual enemy blow to be struck within a period of less than one (1) month; and
- (c) for the addition of matters which have arisen during the past two years of intensive detailed war planning in accordance with the programme approved by the Minister on 22nd August, 1936.

Definite action to this end will shortly be undertaken.

PLANS WHICH ARE REQUIRED

2. The actual plans which are in course of compilation to implement the War Book policy for Mobilization of the Army are: -

AT ARMY HEADQUARTERS

- (a) Plans for the expansion of A.H.Q. itself from a peace to a war footing through the several stages of war preparation.
- (b) Issue of the necessary "Instruction for War" and other documents to enable District Commandants and Formation Commanders to formulate their own war plans and issue Mobilization Orders in peace to their respective units.

IN MILITARY DISTRICTS

- (c) Compilation of District and Formation Mobilization Orders (including subsidiary plans for all Services) on which are based -
- (d) Unit Mobilization Orders for every unit in the Order of Battle for First Line Component, whether or not the unit is maintained in peace.

STAGES OF WAR PREPARATION

3. Each of the above plans (or Mobilization Orders) under (a), (b), and (c) is further subdivided into four (4) definite stages of War preparation:-

STAGE 1 – DISTRICT BASE DEFENCE SCHEMES

This comprises the necessary arrangements for action by the Coast Fortress Defences and at the "Precautionary" and "War" Stages includes a "partial mobilization" of the Field Army (for the landward defence of the Forts) to the extent that, for the Commonwealth, approximately 18,000 men of the Permanent and Militia Forces will be placed on a "War basis".

STAGE II - MOBILIZATION OF THE FIRST LINE COMPONENT **'ORDER OF BATTLE'**

This entails the calling out of the whole peace time Militia organization (a number of the units being allotted the role of "Training Units" and recruiting to a total figure of 146,000 men (7,400 officers 138,600 other ranks) of whom approximately 75,000 represent fighting troops and 71,000 ancillary services and Line of Communication troops and Training units (including 1st and 2nd Reinforcements).

STAGE III – GENERAL MOBILIZATION

The Order of Battle at this stage comprises approximately 228,000 men, 10,600 officers and 217,400 other ranks) of whom 121,000 are fighting troops and 107,000 ancillary services and Line of Communication troops (including reinforcements).

Further action on plans for General Mobilization has been suspended for the present, and it is not proposed to resume it until all plans for First Line Component Mobilization are satisfactorily compiled.

STAGE IV – PLANS FOR AN EXPEDITIONARY FORCE

These provide for Forces of four different sizes varying from one Infantry Brigade to one Division.

WAR PLANNING PROGRAMME

4. While all Military Districts, Formations and (existing) units were in possession of Mobilization Orders in 1936, these were all based entirely on the requirements for General Mobilization, and were very incomplete owing to the lack of vital information which had yet to be decided at A.H.Q.

Moreover, the orders only provided for the situation, referred to previously, wherein a reasonably long period for training was envisaged between mobilization and actual hostilities.

On 22nd August, 1936, the Minister approved of a programme of work, submitted by the Military Board, designed to produce all essential data and instructions at A.H.Q. by 30th June, 1938. The programme depended for its success on the allotment temporarily of 54 additional staff (17 officers, 24 clerks and 13 typists) to A.H.Q. for the period.

Notwithstanding that it proved impracticable to allot more than 75% of the additional staff, owing to the demands made by the expansion of the Militia Forces and the Developmental Programmes (including the re-armament of the Coast Defences), approximately 90% of the necessary work will have been accomplished by 31 August 1939, and the remainder, which is principally of a revisionary nature, is proceeding concurrently with the work still to be carried out in Military Districts.

PRESENT POSTION OF PLANS AND FORECAST OF PROGRESS

5. Briefly stated, the present position in regard to Army Plans (apart from Provision Statistics which are separately indicated below) is as follows:

(a) **Plans, Instructions, etc., being compiled at A.H.Q.**

90% of the work has been done and it is anticipated that all essential Instructions to Military Districts will be promulgated by 31st December, 1938.

(b) **Military District and Formation Mobilization Orders**

District Commandants and Formation Commanders have been directed to compile (or revise) these to accord with the A.H.Q. Instructions for War recently issued and to forward them to A.H.Q. for approval by the following dates:-

	<u>Stage of Preparation</u>	<u>Date</u>
Stage I	- District Base Defence Schemes	30/9/38
Stage II	- Mobilization of First Line Component	31/12/38
Stage IV	- Expeditionary Forces	31/3/39
Stage III	- General Mobilization	Reserved

(c) **Unit Mobilization Orders**

District Commandants and Formation Commanders are to arrange for Unit Orders to be forwarded to their Headquarters for checking as under:-

	<u>Date</u>
(i) Those units which are mobilized	31/10/38
(ii) All other existing units	30/6/39
(iii) Units, required for the Order of Battle for First Line Component, which are not maintained in peace.	Special arrangements yet to be

This forecast depends entirely upon the practicability of maintaining numbers of officers and clerical staff at present temporarily allotted specifically for war planning work and of adding to their numbers, particularly in the various Military Districts, should this prove necessary in the light of experience.

PROVISION STATISTICS.

6. The necessity for ascertaining exactly what are the requirements of the Army in war in respect of weapons, ammunition, equipment, clothing, etc needs no emphasis.

Up to the present time, all calculations for these purposes have been made on such data as happened to be available and in consequence there has always been a measure of uncertainty in regard to the figures arrived.

A substantial portion of the temporary staff allotted under the mobilization programme has been occupied in ascertaining (in respect of approximately 20,000 items in each of 6 Military Districts) –

- (i) The total requirements of the Army in War.
- (ii) The actual stocks held in Peace in Ordnance Stores and by units.
- (iii) Calculations to show whether there is a surplus or deficiency between (ii) and (i)

Contrary to the general plans, the statistical work of the Districts has to be done before consolidation at A.H.Q. can take place.

It is estimated that District Statistics will reach A.H.Q. by 31st December, 1938, and that the bulk of consolidated returns will be completed by 30 June, 1939.

In the meantime, as this statistical work is an essential preliminary to the compilation of plans by the Munitions Supply Board for actual procurement of the necessary items of equipment, etc, estimates have been forwarded from time to time to the Munitions Supply Board in respect of the more vital articles required.

It is, of course, obvious that it will not be known whether the Army Plans for equipping and maintaining the forces will adequately fulfil their purpose until the Munitions Supply Board plans for procurement of the equipment, etc. are also drawn up and carefully checked with the Army Plans.

REPORT OF MOBILISATION COMMITTEE.

The above outline indicates briefly:-

- (a) The Army Plans.
- (b) The present position in general terms.
- (c) A forecast as to the anticipated dates of compilation.

In order to afford information to the Minister of a more detailed nature, should it be desired, the report of the Mobilization Committee as at 12 August, 1938, is attached hereto.

FUTURE REQUIREMENTS

It is desired to emphasise that all the "Instructions for War", etc., issued are "Provisional", but, when the District, Formation and Unit Mobilization Orders based upon them are compiled, there will exist a definite means of implementing any decision of the Government to mobilize the Army as far as the stages covered by the Plans are concerned.

It will, of course, be necessary to follow up the original plans by very careful checking, revision and amendment, and this will require a definite staff permanently allotted for such duty and to keep the plans up to date for the future.

A still more important stage – the testing of the plans as far as it is possible to do so in peace – will then arise.

FINAL STAGE OF A.H.Q. PROGRAMME FOR WAR PREPARATION PLANS

Secretary,
MILITARY BOARD

In continuation of its interim report, dated 8/7/38, the Mobilization Committee desires to submit its report on the Final Stage of the approved programme.

The schedule which was submitted with the interim report, to show the stage reached in compilation and issue of each items on the programme as at 30/6/38, has been amended to indicate the position as at 12/8/38 and is attached hereto (Appendix A) together with the detailed reports from all Directorates.

Before setting out in more general terms what has been accomplished and the further action which, on present indications, is considered to be necessary before the War Preparation Plans reach a satisfactory stage of compilation it is desired briefly to recapitulate the original recommendations of the Committee of Directors on which the approved programme was based.

These were as follows:

- (a) That the time for compilation of the various plans, etc., at Army Headquarters would be not less than 18 months from the date of commencing duty of additional temporary staff (officers and clerical).
- (b) Such staff would not all be required at the commencement but appointed progressively (subject to capacity of various Directorates to absorb personnel) as basic data was compiled and approved.

(c) Maximum staff required –

17 Officers
24 Clerks
13 Typists

54 TOTAL

(d) That at least 33% of the temporary personnel would be required for some years (and a number permanently) to keep all Plans up to date.

(e) That a proportion of temporary personnel should be allotted to Military Districts as soon as certain A.H.Q. Plans had been issued.

When the Military Board directed, in order to facilitate checking and control, that the programme should be divided into four progressive stages of 6 months each the estimated progress was subject to the condition that the additional temporary personnel for each Stage could be made available within a fortnight of the date of commencement of that stage.

Unfortunately this was never possible of attainment and although the maximum numbers of additional personnel employed which totals 47 (12 officers, 24 clerks, 11 typists) approximated to the numbers required there has been a time lag in the actual dates of taking up duty equal to:-

33% for officers
17% for clerks
27% 2 typists

The principal reasons which delayed the appointment of personnel were:-

(a) **Officers**

(i) The work required in connection with special expansion of the Militia Forces up to 35,000 by extending to country centres, etc., during the period from 15 August, 1936 to 30 June, 1937.

(ii) The work entailed by the re-organization of the Fortress Defences under the approved re-armament programme.

(b) **Clerks** - Difficulty in obtaining suitable men through the public Service Board to replace in their normal jobs the permanent personnel (with special knowledge) who had to be allotted to planning work.

- (c) **Typists** – Could not be profitably employed until the officers and clerks produced work for them.

All previous work in regard to War Plans and Mobilization including the War Book) both at A.H.Q. and in Military Districts had been based on requirements for “General Mobilization” and the present Programme was drawn up to provide for this.

During the progress of the work to conform to the Government’s policy in regard to the “First Line Component” all planning has been restricted to preparation for Mobilization of that Force only.

It has been essential, however, to study certain aspects of General Mobilisation and Strategic Concentration to the extent necessary to ensure that the First Line Component plans can be readily expanded to fit requirements of General Mobilization should the latter contingency arise.

This action has been particularly necessary in regard to the plans for “Movement” in order to keep faith with the Railway Authorities of the various states who had, at the request of the Defence Department, already allotted a number of their staff to investigate their war time responsibilities especially in regard to interstate movement of troops and war material.

It also became necessary to revise the 401 (Expeditionary Force) plan to ensure that if it came into operation concurrently with any other stage of war preparation the arrangements made would be properly co-ordinate. This work was not envisaged when the original programme was drawn up.

Throughout the whole programme the objects kept in view have been:-

- (a) That all action set out in the Army Headquarters (Internal) war book should be studied and detailed plans in connection therewith compiled.

The programme, however, contains many matters which do not at present find a place in the War Book and their inclusion will need consideration when its amendment is undertaken.

- (b) The production of basic data on which all army plans depend.
- (c) The issue of A.H.Q. “Instructions for War” to District Commandants in such order of priority that Instructions regarding the more important matters and those on which Districts had little or no previous guidance could be made available before instructions which were either revisionary or of less importance.

- (d) That Districts Commandants should be given sufficient instructions by 30th June, 1938, to enable District Mobilization Orders to be proceeded with concurrently with any A.H.Q. Plans which might not be entirely compiled by that date.
- (e) That as much advance information as possible should be promulgated to District Commandants and Formation Commanders during the period of the programme.

7. Despite the set-backs due to (a) non availability of additional temporary staffs and (b) the change over to First Line Component Mobilization which caused considerable complications and led to more revisionary work than would otherwise have been required) the Committee is able to report that the objects of the programme have been substantially achieved at the due date.

For First Line Component Mobilization it is estimated that approximately 90% of the war planning work required to be done at A.H.Q. has been accomplished and the necessary Instructions compiled and (in most cases) issued to District Commandants.

This estimate does not include Ordnance Provision Statistics nor the statistics for the Printing and Stationery Plan which are referred to separately hereunder.

For the purpose of this report the War Preparation Plans required by the Army may be divided into the following groups:-

- I The A.H.Q. (Internal War Book.
- II Plans for the action to be taken with A.H.Q. for its own expansion, etc.
- III Compilation of Instructions, etc., to be issued by the Military Board to District Commandants.
- IV Compilation of District and Formation Orders based on Instructions, etc., received from the Military Board.
- V Compilation of Mobilization Orders by every unit contained in the "Order of Battle".

The following is a brief summary of the action which has been taken under the programme in respect of these Groups:-

Group I – War Book

All Directorates have been requested to note matters which necessitate amendments or addition to the A.H.Q. (Internal) War Book and this work will be proceeded with as early as possible.

Vide also paragraph 6 (a)

Group II – Plans for action with A.H.Q.

Preliminary action has been taken and approval given for a “lay-out” which divides all action at A.H.Q. into four (4) definite stages of war preparation.

- (a) District Base Defence Schemes.
- (b) Mobilization of first Line Component.
- (c) General Mobilization (on which action is reserved for the present).
- (d) 401 Plan (Expeditionary Force).

The actual details of the work to be carried out within the various branches at each of the above Stages cannot be fully ascertained and recorded until.

- (i) All A.H.Q. Instructions for War have been issued to Military Districts.
- (ii) War Establishments for G.H.Q. have been approved.
- (iii) A.H.Q. Directory has been approved.
- (iv) The question of adequate Quartering in peace has been dealt with (War expansion arrangements depend on this).

Group III – Issue of Instructions, etc, to Military Districts

Under this heading it was necessary in the first instance to compile and issue certain basic data and secondly to compile a series of A.H.Q. Instructions for War.

Basic Data

Before definite progress could be made it was necessary to compile the under mentioned basic documents:-

- (a) Composition, organization and distribution of the Australian Army for War ("Order of Battle", General Mobilization).
- (b) Composition, organization and distribution of the First Line Component of the Australian Army for War ("Order of Battle" for F.L.C. Mobilization).
- (c) Certain aspects of Strategic Concentration and Line of Communication Outline Plans. In this connection only sufficient study of the question has been made to ensure that arrangements for mobilization of the First Line Component could be smoothly merged into those for General Mobilization should the latter eventuality arise.

(d) **War Establishments.**

For the two "Orders of Battle" shown above War Establishments for 262 separate units are required of which 258 have been approved; the remaining 4 should be completed by 31st August, 1938.

(e) **War Equipment Tables.**

For the First Line Component 171 War Equipment Tables are required of which 116 have been approved and 55 should be compiled by 31st August, 1938.

For General Mobilization the figures are 247 required 153 issued and 94 to be compiled. (These figures include those for First Line Component above).

It is not intended to compile any further War Equipment Tables for General Mobilization, however, until all work on Provision Statistics for the First Line Component are completed.

(f) **Ordnance Provision Statistics.**

These statistics are required in order to ascertain

- (i) The total requirements of the Army in War in regard to equipment, clothing, ammunition, etc.
- (ii) The actual stocks held in Peace both by the Ordnance stores and by Units.
- (iii) The items in which there is a deficiency between (i) and (ii).

The War requirements are calculated from the details set out in War-Equipment Tables for each unit and action has been taken to compile the statistics in each Military District concurrently with the compilation of the War Equipment Tables.

For that purpose a special A.A.F. F103(c) (Copy attached) was compiled and a number of temporary clerks have been allotted to Military Districts.

Altogether there are approximately 20,000 articles to be dealt with in each Military District. The work is proceeding satisfactorily and it is anticipated that the District figures will begin to reach A.H.Q. by 30th September and be finalised by 31st January, 1939.

When District figures are received the work of consolidation on A.A.F.F. 105 (copy attached) will be commenced by the clerks now employed on War Equipment Tables and it is estimated that the bulk of this work will be completed by 30th June, 1939.

A.H.Q. "Instruction for War".

These Instructions are designed to amplify the principles and methods contained in the relevant British Manuals and Text Books and to modify their application to suit the conditions of War in Australia.

Each "Instruction" is divided into three parts:-

Part I – Setting out the General Principles applicable to the formulation of Plans and Orders by A.H.Q., Military Districts, Formations and Units.

Part II – Governing any special action to be taken for each stage of War preparation.

Part III – Appendices and Annexures containing Tables, etc., and matters of the nature of Standing Orders which require a wide distribution to facilitate the work of individuals members of Services, etc, during and after Mobilization. Many of these will be printed later in Pamphlet form.

The following list indicates the present position in regard to these instructions for War:-

Issued to Military Districts

A.H.Q. Instructions for War –

Intelligence
Censorship
Training
Appointment of Officers
Military Prisons, Detention Barracks & Provost
Services
Supply & Transport Service
Quartering
Engineer Stores Service
Works Service
Hiring Service
Ordnance – Mobilization
Ordnance – Maintenance
Veterinary Services
Finance

Accountancy Instructions –

Part II - Mobilization
Part III - Plan 401

To be issued –

Approximate date -

A.H.Q. Instruction for War –

Survey	Not yet determined
Recruiting	31/8/38
Organization	31/8/38
Base Records & G.H.Q. 2 nd Echelon	31/8/38
Graves Registration	31/8/38
Philanthropic Activities	31/8/38
Medical Services	31/8/38
Rifle Club Reserves	31/8/38
M.T. Impressments	15/8/38
Movement	15/8/38
Canteen Service	31/12/38
Postal Service	15/8/38
Printing & Stationery Service	30/9/38
Provision of Remounts	15/8/38

War Financial Regulations –

Mobilization	31/12/38
Plan 401	31/12/38

**Examples of Pamphlets, etc., either contained in Appendices
or under compilation**

Australian Supplement to Manual of Corps of Military Police.

Rules for Military Detention Barracks and Military Prisons.

Australian Supplement to F.S.P.B. on Discipline

Prisoners of War (Australian) Regulations

Instructions for Medical Examination

Instructions for Medical Routine

Medical Camp Standing Orders

Instructions to Recruiting Officers

Standing Orders for Expeditionary Force

Defence Impressment Regulations

Instructions to Remount Purchasing Officers

Instructions to M.T. Purchasing Officers

Veterinary Manual for War (Australia)

Remount Manual for War (Australia)

Notes on management of horses on board ship

Instructions for Movement Control

S.Os for Engineer Stores Service

S.Os. for Works Service

S.Os. for Hirings Service

Notes on A.A.O.C. procedure (War)

Instructions to Pay Sergeants.

Groups IV and V – District Formation and Unit Mobilization Orders.

At the commencement of the programme Mobilization Orders in various stages of compilation but, in each case, far from complete existed in each Military District, Formation and Unit.

The main reason for their incomplete state was the lack of definite information from A.H.Q. in regard to vital matters and a secondary reason was an inadequate staff to allot for specific work on War Preparation. However, during the period advance information has been issued from time to time in regard to matters which have been approved and District and Formation Commanders directed to amend their orders as far as possible.

Definite directions were issued to District Commandants and Formation Commanders on 8th July, 1938 (Defence S.M. 774) to the effect that all Formation and Unit Orders are to be compiled and forwarded for checking as under:-

Stage of Preparation	Date required for checking	
	Formation Orders At A.H.Q	Relevant Unit Orders by Formation
(a) District Base Defence Schemes	30/9/38	31/10/38
(b) First Line Component Mobilization	31/12/38	30/6/39
(c) 401 Plan (Expeditionary Force)	31/3/39	-

Advice was also forwarded in this memo, as to the Instructions for war which had been issued and those which would be issued later, with anticipated dates.

On 11th July, 1938, District Commandants were advised of the temporary allocation to Districts of a number of the staff officers who had been engaged in the compilation of the various Instructions at A.H.Q. in order that they might give assistance in preparation of the relative District plans by the dates mentioned above.

Printing and Stationery Plan

10. Although the original Directors' Committee considered that 4 officers (under D.S.T.M. &Q) would be required for a considerable period to compile this plan it was not found practicable to appoint them.

After trying out several methods it was finally approved that the Books and Forms Committee should take over the responsibility. Investigations showed that much of the necessary information could not be given by the various branches until the various instructions for war were approaching finality and it was not until May, 1938 that an officer and several temporary clerks could be allotted for full time duty to the plan which is now proceeding satisfactorily.

A report from the Books and Forms Committee, which show the present position in detail and indicates the further work necessary, is attached hereto.

Temporary Staff

11. While the compilation of a number of the A.H.Q. Instructions for War etc., is still taking place and until the monthly reports due from District Commandants at 31st August are studied the Committee is unable to foresee in any detail what the requirements in officers, clerks or typists for 2938/39 will be, but it is certain that there is necessity for retention of the services of all the temporary personnel (either at A.H.Q. or in Districts) until 31/12/38.

It is proposed to submit a detailed report in this connection as soon as possible after 31st August.

Value of work performed by Temporary Staff

12. The Committee desires to bring to the special notice of the Military Board the very creditable work performed by all members of the staff temporarily allotted for duty under the programme without which it would have been quite impossible to achieve the results which have been attained.

Owing to pressure in other Defence activities the officers who could be allotted, generally speaking, had very little previous experience on their particular tasks which they were called upon to undertake. Largely on their own initiative they have had to solve problems concerning which precedent and written guidance have been noticeably absent and which in normal circumstances would have been allotted to much more senior officers with special staff training.

The clerical staff applied themselves to their duties throughout with zeal and have rendered very effective service particularly in regard to those duties which relate to the compilation and recording of statistical information.

The rapid increase in efficiency which has been demonstrated as the personnel concerned because more familiar with these duties has alone made it possible to anticipate the progress of the statistical work mentioned earlier in the report.

A feature of the work of the typists throughout the programme has been the production of thousands of pages of tabulated work for photo-litho-graphy of War Establishments and War Equipment Tables and wax sheets for cyclostyling of A.H.Q. Instructions for War, etc.

The excellence of the work performed in these respects speaks for itself in the publications which have been issued.

12/8/38

(Signed) T.E. Weavers
Lieutenant-Colonel,
Chairman, Mobilization Committee

Secretary,
Mobilization Committee.

PRINTING AND STATIONERY PLAN

Summary

1. The Printing and Stationery Plan aims at producing an organization which will provide the Manuals and Regulations, Books, Forms and Stationery, required to effect the various stages of War Preparations, District Base Defence Schemes, Mobilization of First line Component, and the Despatch of an Expeditionary Force (General Mobilization requirements being reserved for the present).
2. The L. 20 Series of Australian Army Forms, (Tables of Manuals and regulations, Australian Army Books and Forces, British Army Books and Forms which have been approved for adoption, stationery and officer requisites, which will be taken "into the field" by Headquarters and Units), forms the basis for provision and distribution by Stationary Depots to Headquarters and units.
3. From the L. 20 Series, which is nearing completion, the total requirements under each stage will be compiled, and plans will be formulated for the organization of methods of production and distribution.

L.20 Series

4. 33 tables are being compiled, representing 160 different kinds of units, as compared with 50 different kinds under previous mobilization plans.

One Staff Corps officer and two clerks have been working on these tables since 17th May with an additional clerk since 11th July.

It is estimated that the tables will be ready for typing by 16th August, that typing will be completed by the end of August (if 3 typists can be made available), and that the circulation to Branches, revision, and re-typing will be completed by the end of September.

Manuals and Regulations

5. The "Authorised Scales of Issue of Manuals, Regulations, etc.", being prepared in the C.G.S. Branch to cover requirements for peace and war, include a mobilization scale for most publications, i.e., those required by units while actually at Place of Mobilization.

The Printing and Stationery Plan, however, also deals with about 100 other publications for which provision must be made, as well as 25 pamphlets containing instructions, in the nature of standing orders, designed to facilitate the routine working of Services, etc., during and after mobilization.

Books and Forms

6. The L. 20 Series includes 25 Australian Army Books and 315 Australian Army Forms, about 30 of which are either new or require revision.

The Series also include 55 British Army Books and 220 British Army Forms. With all of these, consideration must be given in the Branches concerned as to whether the book or form can be adopted in its present form or adapted to Australian requirements. Probably 75% will need adaptation.

Samples of more than 100 books and forms must first be obtained from Britain for consideration of suitability for adoption or adaptation. An order for these has been placed.

Stationery

7. The L. 20 Series includes 170 separate items of stationery and office requisites.

Compilation of total requirements.

To compile a summary of more than 900 items mentioned above, a form similar to the Ordnance Provision Statistics Form is being printed, on which will be compiled the total requirements for 3rd Military District. From the result obtained it is proposed to estimate the requirements of other Military Districts, as it is not thought that the same detailed compilation would be warranted.

It is anticipated that this compilation will be complete by the end of September, for the work can proceed during finalisation of the L.20 Series.

Completion of Plan

9. Based on the above L.20 Series and the summary of requirements, consideration must be given to the following:-

(a) ACTION ESSENTIAL IN PEACE

Number of books and forms which must

(i) be printed in peace in Australia,

(ii) be obtained from Britain,

(iii) have stereotypes prepared in Australia

Provision of funds to meet these requirements.

All Branches have been requested to give consideration to these factors when compiling their Instructions for War.

(b) ACTION ON MOBILISATION

Number of books and forms which must be printed.

Priority lists for printing books and forms.

Whether printing can be carried out by Government Printing Office.

Sources of Supply of stationery articles.

Method of distribution.

(c) EXPANSION OF STATIONERY OFFICES IN THE PEACE ORGANIZATION
AT A.H.Q. AND IN DISTRICTS.

(d) RESERVE STOCKS

Scale and distribution.

(e) Requirement of maps and of movement books and forms (information not available till Survey Plan and Movement Plan have been compiled).

(f) To what extent the Army will undertake its own printing, etc., in the field.

Consideration is being given to these points during the compilation of the L.20 Series, and an outline plan will be prepared by the time summaries have been compiled.

(Signed) J. Holden Secretary,
Military Books and Forms Committee