

SERVICES MANPOWER COMMITTEE

1. The Committee was instituted by the Minister for Defence in September, 1938, with the A.G. C.H. Jess as Chairman, representatives of Navy, Air and Munitions, and Mr R.J. Murphy as Secretary.
2. In November, 1938, Sir T.A. Blamey was appointed full-time Chairman in a Civil capacity to relieve the Adjutant-General during the responsibility for raising the Militia to 70,000 the A.G. still remaining as the Army Representative on the Committee.
3. First task of full-time Chairman was to institute a scheme for National Register in Co-operation with Federal Statistician.
4. Later a National Register Board was formed and covered by National Emergency Regulations.
5. Councils of a women's Voluntary National Register were appointed in Capital cities, with Mayoress as Chairman, and lists prepared for classifications of Services likely to be required from women performing voluntary war-time service.
6. Due to the deletion of personal questions regarding employment and trade and technical qualifications from the final Register Form submitted, the information when later tabulated by the Statisticians' Department, whilst useful for Census and Statistical purposes, was found to be devoid of vital information regarding personal industrial qualifications employment and experience – information so necessary for urgent industrial planning for war production.
7. The Women's Voluntary National Register, however, was an unqualified success, and though for a long period in 1940 there was a lag by Departments in calling on voluntary service of women, with the increased tempo of 1941, 1942, 1943 and 1944, appreciation was expressed from many large Commonwealth and State Government Departments, and Munitions and industrial organisations for the services rendered, till, in 1944, the demands for voluntary labour practically ceased, and the majority of the younger women were absorbed in the Women's Defence Services or war industry.
8. The administration of the Women's Voluntary Register was managed entirely by the Military Section of the Services Man Power Committee.
9. To the outbreak of war, the details of planning and procedure of the Man Power Policy was the responsibility of the Chairman, the A.G. and the Executive Officer, Mr R.J. Murphy, who produced the first draft of the List of Reserved occupations.

10. Whilst the other members of the Committee (Navy, Air,) were interested and attended meetings, they had their own urgent war preparations to attend to and could devote little time between meetings to consideration of provision of manpower to the Army under D.A. 59 and 60, or to discussions on the minor details of trades and occupations which had to be considered for inclusion in the Reserved List, as their services were raised by Voluntary Enlistment.

11. It was proposed that the Committee in case of war should operate under the authority of Minister of Defence by virtue of Defence Act Sections 59 and 60, calling upon all male persons to enlist and serve, and should operate on two main principles.

- (a) Selection of appropriate personnel for the Armed Forces.
- (b) Reservation of skilled or essential personnel for War production, either Munitions or primary industry.

12. In this regard, the operational authority and machinery for mobilisation of civilian personnel being the Army, the Navy, and R.A.A.F. representatives – nucleus forces with a known great expansion of technicians and artisans on war to man and keep more vessels afloat or in the air, were interested in the manpower machinery and policy as an agency which would supply or defer the enlistment of personnel for the crews and depot staffs of their expanded Services.

13. At the outbreak of war, a provisional List of Reserved occupations was in readiness for print, personnel had been selected District Man Power officers in each Capital City, and arrangements made for part-time employment of others at each Military Area Office when established.

14. Due to the fact that the Government did not mobilise the Citizen force immediately at the outbreak of war, the Manpower Committee and the strict Manpower officers, with the newly appointed Military Area officers were given the opportunity of a few weeks to settle into their new positions and prepare for the busier time when D.A. 59 and 60 were applied, and volunteers were called for A.E.F. units.

15. This respite was of great value to the Manpower Committee, as during the period it was mainly engaged in obtaining leave from the R.A.N.R. or the Citizen Forces for enlisted members who were key men in industry, or Government contractors or skilled artificers and tradesmen in heavy industries, and who had been called up for war services. These cases provided the opportunity for an analysis and test of the relative priority and importance of the occupations maintained in (or omitted from) the provisional List of Reserved Occupations, and enabled the necessary amendments to be made to ensure the rightful placing of individuals for greatest use.

16. From the Army, the majority of requests, after investigations, resulted in release (at least temporarily) of many key personnel being transferred to a reserve unit.

17. But with the R.A.N., many difficulties in securing the release of skilled tradesmen were encountered, many whom could not be recommended by the M.P.C., even though skilled tradesmen and technicians were not being employed in their trade capacity on board ships of the R.A.N.

18. The main reason why these men could not be released was as follows. Contrary to the action taken regarding the Militia Forces, who were not mobilised for war in 1939, but simply called up for 30 days continuous training, the R.A.N. had not only mobilised for war, but the ships with personnel therein had moved to war stations and many were at sea on war service within a few days of September 3rd.

19. New auxiliary vessels were being constantly added to the Fleet, with the consequence that providing the crews for the new ships, with the due proportion of ordinary ratings and tradesmen, technicians and artificers was of immediate importance, and could not be side-stepped to search for an individual civilian technician who might be at sea on his way to some overseas station and in addition did not want to be released to go back to his Civil employment.

20. Where, however, an individual seaman was known to be at a shore location where his case could be investigated and replacement made, the Naval authorities made no difficulty about demobilising the man, reserving the right of future recall for employment in his trade or technical capacity.

21. In this way, many apprentices to boiler-making and machinery firms were released from the R.A.N. to manufacture essential parts for naval machinery and equipment required in the rapidly increasing number of vessels of all types and sizes being acquired by the R.A.N.

22. With the R.A.A.F., the demand for manpower was small, till the inauguration of the expansion of the R.A.A.F. and the Empire Air Training scheme in early 1940.

23. The decision of the Government to provide a special Force of N.C.O soldiers for service at home or abroad in October, 1939, furnished the first serious test to the machinery.

24. To command the 2nd A.I.F. Gen. Blamey left the post of the Committee, whilst the appointment of the Executive Officer, Mr R.J. Murphy, to the Department of Supply and Development, left only a typist and two temporary male assistants in the Manpower Committee office.

25. Major General Sir Carl Jess was appointed from A.G. to the Chairman, M.P.C on 13/10/39 and immediately had to face the demands of C.O.'s of A.I.F. Units for the enrolment of specific individuals, volunteers reserved by the reserved list of occupations, and the counter appeals of employers that such persons should not be allowed to enlist in the interests of war production. The new AG having been Cdt RMC for some years was unacquainted with details of manpower policy.

26. The only detailed instruction to Manpower officers as to the policy and application of the Reserved list was confined to the brief instructions printed at the beginning of the List, and for some time it was natural that there should be variance in interpretations by local officers.

27. For instance, many men in their eagerness to enlist, gave their occupation as labourer, till publicity was given to the fact that that would be the occupation in which they could claim reappointment on discharge. The next endeavor to evade manpower restriction was to leave their place of employment, and truthfully state their trade or profession, but "not at present employed". On the prevalence of this coming to notice, it was ruled that it was the occupational capacity of an individual that was to be either utilised by enlistment as Army tradesman, or reserved for war munitions or production, with the consequence that whilst a few ardent volunteers did evade restrictions and gain enlistment as ordinary soldiers, in the numbers later enlisted in the 7th, 8th and 9th Divisions, 2nd A.I.F., there was nothing like the percentage shown as "labourer" or "unemployed" in the lists of the 6th Division.

28. A copy of the first appreciation of the Chairman in January, 1940, is attached hereto, in which a further Committee is recommended to control and direct the reserved civilian manpower into the most useful channels for war production of industry. The later proceedings of meetings of Manpower Committee are in the archives of Defence Co-ordination and in Army records where the copies of the Minister for the Army, and these of the A.G. as military member, are filed.

29. The comments of the (then) Minister for the Army in April, 1941, regarding the Services Manpower Committee contain a concise review of the work of the Committee up to that date, and are as follows:

MANPOWER

The Manpower Committee has performed notably useful work for the nation. One of the most recent reports shows that the organisation has handled 530,482 applications since war was declared. The total number of reservations made on account of reserved occupations up to the end of February was 47,693. This means that nearly 48,000 highly skilled men of crucial value to our war economy were stopped from being drained haphazardly away into the various Services in capacities presumably less useful to the country.

This work has been well done and is of great national value, but I am most anxious to see the scope and general functions of the Manpower organisation, as a whole, widened.

The Man Power Committee has necessarily had to limit its activity in the building up of this manpower reserve. It has pointed out many times in the reports that it is merely conserving manpower, not directing it to and re-distributing it among the uses which are best in the national interest. It is now necessary for us to go beyond the stage of manpower conservation and face our problem of directing and re-distributing our remaining manpower (as well as our industrial power) to such approved national uses.

The Manpower Committee has squarely placed upon the shoulders of the Government the responsibility of directing how the labour force the Committee has conserved shall be best employed as between the various war activities. Over a year ago it pointed out that:

“It is from this particular period onward that the Man Power Committee will have to carry the full burden of responsibility and criticism as the body responsible for deciding between the rival claims of the fighting services and the productive industries for possession of large numbers of Australia’s men during a time when the nation is at high tension, many of the more patriotic having gone abroad, and the nerves of the remainder affected by war strain and some by selfish individualism”

The particular period referred to by the Committee is one which it was expected that there would be:

1. heavy recruiting of skilled men of the Air Force;
2. casualties among the forces abroad, making heavy reinforcements and replacements necessary;
3. heavy utilisation and consumption of munitions and equipment abroad;

a set of conditions which would almost certainly involve:

4. extension of the age groups of reserved occupations;
5. dilution of skilled labour by specially trained youths and women.

The atmosphere, it was said, would almost certainly be marked by strenuous and organised attempts by commercial and industrial associations to retain their operatives, using as their claim the importance of their particular industry for Australian or Empire defence, or stability.

That is the situation which has now in fact developed”.

30. Till February, 1942, the total responsibility for manpower policy and control was borne by the Chairman of the Manpower Committee and the Adjutant-General, with their actions later confirmed at meetings of the Committee.

31. Important Archival Man Power Records of Army Interest

- (a) Man Power Circular Instruction to District and Area Man Power Officers.
- (b) Appreciation of Man Power situation by Chairman, M.P.C., January, 1940. (Recommends Civilian Committee to direct reserved Manpower.
- (c) Appreciation of Man Power Situation by chairman, M.P.C. 26th June, 1940. (Recommends War Cabinet as Centre of all War Directorate) (See charts attached thereto).
- (d) Appreciation of Man Power available for 4 years war from 1st July, 1940, dated 13th January, 1941.
- (e) Appreciation of Man Power Situation on 31st May, 1941. (See particularly para 8: Placement of labour and classification of Industries. Para. 1C (ix) Reserved Industries Committee in Department of Labour and National Service).
- (f) Letter of Chairman, M.P.C., on Formation of Man Power Directorate, January, 1942.

All of the above will be found attached to Adj. Gen. copy of reports of meetings of the M.P.C.

NOTES ON

THE WAR BOOK

(1) **PAMPHLET: SPEECH BY MINISTER FOR DEFENCE AT CANBERRA**

6TH December, 1938

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Refer to page 19

6 NATIONAL PLANNING

ITS BASIS

The Commonwealth War Book is an index of national measures necessary in an emergency, and it is important that it should be backed up by detailed plans for each phase of national activity.

The wider steps necessary to implement Government's intention are:

- (i) Organisation of manpower and women's voluntary effort.
- (ii) Regulation and control of primary production in emergency.
- (iii) Industrial mobilisation of secondary industries in emergency.
- (iv) Commonwealth and State co-operation in peace and war.

- (i) (above) Is being carried on by Manpower Committee Defence Department.
- (ii) (above) Commerce Department is making exhaustive study of aspects involved.
- (iii) (above) Principal Supply Officers' Committee is responsible.
- (iv) Machinery is in existence on certain aspects, but it is intended there be much closer collaboration between States and Commonwealth.

2. **PAMPHLET: NATIONAL PLANNING – STANDING COMMITTEE**

ON CO-ORDINATION OF DEPARTMENTAL ACTION

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Opening remarks by the Prime Minister at the inaugural meeting, Commonwealth Offices, Melbourne 10/6/1939.

Page 1. Not possible to set up Committee earlier as not possible to indicate to all Departments in a comprehensive manner their duties and responsibilities for national planning. War Book now compiled, printed and circulated in respect of 16 out of 18 chapters.

Page 2. Commonwealth War Book is ideal illustration of relation of Australian Defence to wider pattern of Empire Defence, is decided at 1930 Empire Conference to be of same standard form throughout Empire.

Page 3. **Statement by Minister for Defence, 10th August:**

War Book Sub-Committee set up to deal with all future additions and amendments, consisting of representatives of Departments of Defence, Trade and Customs, Supply, P.M.G., Interior, the War Book offices (Paymaster Command H.M. Ramsay): to elaborate system for co-coordinating action of Defence Services, Commonwealth and state Departments, and provide a means for constantly keeping up to date the details of the scheme worked out.

3. **PAMPHLET: NATIONAL BROADCAST BY PRIME MINISTER**

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“REVIEW OF INTERNATIONAL SITUATION”

and

THE COMMONWEALTH EMERGENCY DEFENCE PREPARATIONS

13 August, 1939

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Page 2. **Preliminary Steps under the War Book**

For the first time Australia has complete plans fully documented for taking steps necessary on threat of war, or other declaration.

4. **PAMPHLET: DEFENCE MEASURES TAKEN BY GOVERNMENT TO MEET WAR SITUATION**

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Statement by Minister for Defence, Canberra, 7th September 1939

Page 1. **Commonwealth Defence Preparations:**

All plans have been reviewed and Commonwealth War Book practically completed.

Page 1
para. 2. **Implementation of War Book**

Page 2. **Precautionary Stage of Defence adopted Saturday, 2nd September.**

Certain measures of three Defence Services came into operation automatically in accordance with War Book Plans.

War Stage – Sunday, 3rd September.

7. The expressed feeling of the passivist that “if they want us they should make everybody do it” is very frequently heard.
8. The attraction of sport and hobbies for spare time and Saturdays, holds a definite place in modern community life.
9. The lack of widespread interest and support for the movement is common by reason of all the foregoing, with resultant public ignorance of the necessity for organized defence.
10. The ill-advised comments of some senior officers that we are not getting the right type of recruit, instead of the right “physique” and numbers has caused many parents to hesitate in allowing their sons to join.
11. The definite hectoring by fellow workers of the few employees who are volunteers often militates against the desire of the employer to co-operate.
12. There has been an absence in recent years in speeches and newspapers of patriotic impulses, and of appreciation of service that has been rendered by the Australian Permanent and Citizen Army (not the A.I.F.):-

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|-------|--|---|-------------------------|
| (i) | In the history of Australia prior to the war |) | Volunteers 1852 |
| | |) | New Zealand War 1863 |
| | |) | Soudan War 1884 |
| | |) | South Africa 1899 |
| (ii) | During 1914-18, in Australia |) | Raising the A.I.F., |
| | |) | maintaining defences, |
| | |) | training reinforcements |
| | |) | for A.I.F. |
| (iii) | Since the war despite two retrenchments, pay cuts, enforced leave without pay, restricted funds and unexpected cancellation of the Universal Training System in 1929 |) | Carrying on |
| | |) | |
| | |) | |
| | |) | |
| (iv) | Since the inception of the present volunteer Militia and at the present time. |) | Still carrying on |

PART II MEASURES TO COUNTERACT THE FOREGOING

(Paragraphs bear the same numbers as the adverse factors in Part I which it is desired to counteract)

1. Extend training facilities to the outer suburbs to relieve the time spent in travelling home from work in the city and back to parade at night; also to smaller country centre where a good type of recruit is available.
 - (a) Cease peace propaganda in papers and speeches.
 - (b) Encourage speeches and articles calculated to revive the spirit of service and sacrifice.
 - (c) Utilise the same medium that have been used since the war to break down the Empire and patriotic spirit of the past (ie., public speakers and writer, wireless, moving pictures).
 - (d) Revive instances of heroism, daring and duty from the past.

- (e) Appreciation of the volunteer soldier in speeches, education text books, church addresses, newspapers, etc.
 - (f) Give prominence and appreciation for what has been done by those carrying on in the Australian Military Forces in the lean years since 1922.
 - (g) Cease talking about “our glorious dead” as if their sacrifice was useless. Glorify them and make “Lest we forget” a real term of remembering the ideals for which they fought and carry on the ideals for which they died, namely - the defence of home and country.
3. Counter by education, and encourage the example of employers and large business and financial interest in giving facilities and advantages to those employees who join the Citizen Forces.
4. By counter propaganda by well-reasoned and plainly worded articles and speeches show that whilst the air will considerably influence wars in the future the organization of the civil population into an army is more than ever vital for a country’s existence for:-
- (a) Defence of coast lines, harbours and territory.
 - (b) Control of areas destroyed by air action – bombs, gas fire, destruction of water, gas and sewerage system; evacuation of wounded and their form, arrangements for their control, feeding and sanitation.
 - (c) Protection against internal disorder, communism or sabotage.
5. Cease giving publicity in newspapers and addresses to such opinion as are platitudes, distortions or blasé opinions of persons with no breath of vision.
6. By education and propaganda show that life is a struggle for existence, that decadence of the fighting spirit has been the downfall of all previous great nations. Nations defeated in war without fighting have never risen again. Nations overrun in fighting for their own defences have often risen. Enlist female side in its expression of admiration for the male as the protector of home and family.
7. Foster the opinion that a volunteer is worth more than an impressed man. It is only from volunteers that leaders and commanders can come even with a compulsory training system, and nothing is more regrettable in war than the feeling of the soldier who would willingly lead in a crisis but being untrained does not know what to do.
8. Units to co-operate with sporting bodies for mutual assistance – loans of bands and training facilities, co-operation in their social activities. Make certain of not becoming rivals in the same line of sporting activity.

9. Form committees of prominent citizens, speakers and writers on the lines of the Navy League and the League of Nations Union – men and women prepared to work and spend – to increase their organization on non-party lines. Interest and enlist the aid of the national Council of Women.
10. Use propaganda to show the working man what he has to lose, namely – his freedom and the right to work and live if his country is captured and outrun.
11. In speeches, addresses and criticisms of the Militia Forces give appreciation and encouragement to the officers and men who are still carrying on. Foster the patriotic impulse which was such a part of our national life prior to and during the war, which made the Empire the world wide factor for peace which it was when service in the Navy and Army was looked upon with appreciation and pride, and a King's commission was something hard to attain.
12. While fostering the League of Nations ideal put the same into practice by cultivating the determination of the citizens of the Empire to defend those League principles by themselves being part of adequate and trained citizen forces able to carry out the Empire's part in League obligations.

SUMMARY

The British nation, whilst having a great military history, has never been a great military nation and has always had to sacrifice its small army at the outset of a campaign whilst it raised the necessary forces to carry on. It has never in peace time been able to maintain a volunteer army of sufficient size to commence a war with any hope of its early termination, having had either to engage mercenaries or to employ the press gang, the ballot of conscription, as for example:

- (a) Marlborough's battles – German and Hanoverian mercenaries were engaged.
- (b) Wellington's Peninsular War – French, Hanoverian, German and Portuguese mercenaries.
- (c) Wellington's Waterloo Campaign – Dutch, Belgian and German mercenaries.
- (d) Crimean War – German, Swiss and Sardinian mercenaries.
- (e) South African War spread over four years because of insufficient forces available.
- (f) The Great War – conscription throughout the Empire (except Australia) including the coloured races.

(g) Even in Australia after the 2nd Division, A.I.F. had departed in 1915, the recruiting organization and propaganda that was necessary to secure recruits and reinforcements in such a time of dire need must still be remembered and appreciated.

2. Despite the foregoing trait in our national character we are still expecting an army which, for the last 20 years has been relegated to the background of public interest, to recruit its numbers from an apathetic (if not anti-military) public, whilst by the very principles of an army's existence its leaders are debarred from utilising any of the vital psychological measures for reviving public interest and enthusiasm which alone can induce the young man to become a citizen soldier.

3. Every great national urge or community movement has only been extended in scope and brought to success by intensive publicity and wise propaganda showing the great value of the appeal), and by the expenditure of thought, time and money.

In modern life the necessity for adequate recruiting for a citizen army (whether voluntary or compulsory) can only be brought home to the public and into the private minds of the citizens by the same method.

Money must therefore be provided for a recruiting organization in each Military District, for the employment of experts on publicity and propaganda; writers and speakers engaged to give publicity of the right kind, the kind that will impress the public by its force, truthfulness and absence of personal bias, the kind which officers themselves can very rarely mention in public or, if they do so utter, their rank or position is taken to show that they have a personal interest in the matter of obtaining more private soldiers for them to command, or to bolster up their positions, and maintain an officer caste.

The allotment of an experienced official with military knowledge, experience and public liaison at Army Headquarters under the Adjutant-General and Director of Recruiting to co-ordinate and provide material for publicity, and to organize citizens' committee would be of the utmost value, and the expense of such a recruiting scheme need not exceed the following annually:-

At Headquarters the allowance to the officer,
 Director of Recruiting Headquarters publicity
 Publicity allotment (made up, say, as under):- .. £150

Preparation of (12 articles at £2 - £24
 (26 Wireless talks
 At £2 .. - £52
 Incidentals .. - £24 .. £100

1st Military District £100
 2nd Military District £150
 3rd Military District £100
 4th Military District £100
 5th Military District £100
 6th Military District £100

Unforeseen £100

TOTAL £1000

3rd M.D., because of its close proximity to Army Headquarters participates very closely in the action of Army Headquarters and therefore requires less than N.S.W.

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NOTES ON

FIRST REPORT ON LT GENERAL E. K. SQUIRES

INSPECTOR GENERAL AUSTRALIAN MILITARY FORCES

Statement by Minister for Defence.

Pamphlet 14/3/1939

(2) **The Role of the Army – Minister’s Observation:**

Page 1 The defend vital vulnerable areas and to expand into Army strong enough to resist aggression. I.G.’s views are in agreement with Government’s Defence Policy as earlier expressed.

(3) **Present position of the Army**

Page 1 I.G. expressed agreement with past policy of giving priority to equipment over increase of personnel. As international situation now guarantees little or no time to raise and train additional personnel, he welcomed decision of Government to raise force to 70,000.

Page 2 **Minister’s Observation**

Glad to have confirmation of Government’s plan to create effective first-line components which had been Government’s objective under past successive development programmes.

(4) **Future Composition of Militia Forces**

Page 3 I.G. recommends that first-line components include all Militia units, and 4 new units to be formed.

Minister’s Observation

Present organisation of components was on advice of Council of Defence. New units would be created from the increase of strength to 70,000 now approved.

(5) **Peace establishment to be 2/3 War Establishment**

Page 3 **I.G. recommends**

Permitted strength under 35,000 establishment was inadequate for unit training and too small to enable units to mobilise with efficiency.

Minister's Observation.

Increase in strength to 70,000 was designed to give effect to this.

(6) **Cadres to be formed in peace of units to be raised in war**

Page 3 Because of low strength of Militia in post, it had not been practicable to maintain requisite cadres. Now with increase of strength, it was possible.

Page 4 **Ministers Observation**

This has now been approved.

(7) **Militia Peace Establishment to be 60,000**

Page 4 I.G. recommended above, and what that units be permitted to recruit up to 15 per cent. above peace establishment to allow for wastage.

Minister's observation

60,000 was well within the strength of 70,000 approved by Government.

(8) **Future Composition of Permanent Force**

Page 4 I.G. recommended the formation of Field Units other than those now permitted under the Defence Act.

Page 5 **Minister's observation**

Recommendation was approved in principle by Cabinet, which had decided a permanent force of 1571 troops be raised during 1939/40 as first step to ultimate objective of 7.5000 such troops (This later cancelled, See Remarks 5(a) at end of this appendix).

(9) **Grouping of Formation into Commands**

Considered serious defect that there was no grouping of Formation into commands until mobilisation.

Ministers Observation

Institution of Commands approved in principle.

(10) **Appointment of Administrative Staff Officers to Commands**

As corollary to the changes in Formation commands, and to leave Commanders free for training, a Brigadier in charge of Administration was recommended for Eastern and Southern Commands, with financial powers as at present held by District Commandants.

Minister's Observation

Approved in principle.

(11) **Selection Committee for Promotion**

Present Committee be enlarged to include Commanders of Eastern and Southern Commands.

Ministers Observation.

Present Committee to deal with promotion to Major. Above that rank, the I.G. and the two above Commanders to be added to Committee.

Ministers Observation

Funds would be made available.

(13) **Permanent Training Establishments**

Page 9 I.G. endorsed proposal of Military Board that central training depot be re-instituted as soon as possible. He endorsed the steadily increasing need-fully appreciated by the Military Board, for Permanent Engineer Signals and Army Service Corps Schools.

Minister's Observation

Under expanded Defence programme funds would be made available to provide additional training establishments.

(14) **Attendance at Camps and Bivouacs**

Page 9 I.G. emphasized importance. No amount of home training could compensate.

Minister's Observation

Government recently approved of camp training being increased to 12 days. Attendance now was highly satisfactory.

(15) **Inspecting and Reporting on Units**

Page 9 More thorough and standardised system of reporting be introduced.

Ministers Observation

Recommendation approved.

(16) **Staff Corps Establishment and Promotion**

Page 10 I.G. recommended:

- (i) an approved establishment by ranks based on appointments to be filled;
- (ii) promotion above rank of Major to be entirely on selection – not seniority.

Ministers Observation

Approval given in principle. Had recently approved of increase of 10 Lt. Cols. Staff Corps.

(17) **Retiring Ages and Staff Corps Supplementary List**

Page 11 I.G. recommended ages for retirement be at a level which would censure reasonable prospect of promotion to most deserving officers. Present congestion in Senior ranks should be relieved.

Page 12 **Ministers Observation**

Lowering retiring ages approved. Supplementary List to be established.

(18) **Pensions**

I.G. recommends adequate pension and gratuity for permanent officers.

Ministers Observations

Situation had been realised for some time. Would be considered.

(19) **Rates of Pay**

Page 13 Rates of pay in Staff Corps should be such as to encourage young men of right type to compete for entry to Staff Corps.

Ministers Observation

Would be considered.

(20) **Extension of System of Exchange Officers**

I.G. recommended increase in number of exchanges and to include at least one officer of rank of Colonel or above.

Ministers Statement

System has improved to be a great value to the efficiency of the Forces its extension to Senior ranks has been approved.

REMARKS

The report contains no adverse comment or criticism of the policy organisation, administration, or efficiency of the Australian Army.

All recommendations, except the in caption of the Command system in peace time, and the large increase in Field Units of the Permanent Forces, confirmed previous Defence policy and recommendations for gradual improvement by Military Board during the past years of financial stringency.

Implementation of full recommendation was now possible (1939) because of the success of the recruiting campaign to raise a force of 70,000 Militia, and because of the liberal funds now made available for defence.

The Command system did not come into operation till after War was declared, so that except for Southern Command no change in mobilization or defence scheme arrangements eventuated.

The Government did not proceed with the intention of creating a large Permanent Force (See Pamphlet: Statement by Prime Minister on the Government's Decision regarding the raising of a Permanent Force, Canberra, 2nd August, 1939):

- (a) Government after consideration is not prepared to sponsor a Bill to amend Defence Act for this purpose.
- (b) It feels the Force recommended would not be adequate to fulfill normal functions of a Permanent Army, and expense out of all proportion to its utility.
- (c) Government is not satisfied there is a proper proportion between outlay and result.
- (d) Affirms its view that defence of Australia most suitably founded on the ideas of Citizen service.
- (e) Additional moneys should be devoted to improving and intensifying training of the Militia Force of 70,000 which is of high quality and enthusiasm

The Darwin Mobile Force was raised in conformity with the existing Defence Act, and by including training in Field operations in the functions of existing Permanent Forces organised for the mobile defence of Darwin, before the publication of the I.G.'s report.

**PRINTED PAMPHLETS OF SPEECHES OR ADDRESSES BY PRIME MINISTER OR MINISTER FOR
DEFENCE BEARING ON DEFENCE POLICY AND PREPARATION**

From 1945 to 1939 inclusive

GOVERNMENT DEFENCE POLICY

Address By the Minister for Defence, Mr Archdale Parkhill, at Mosman, 2/12/1935

(Issued in pamphlet form)

Page 11. **Australian Local Defence**

Basis of Internal Interests. The dangers which may threaten Australia are –

1. Attacks aimed at conquest.
2. Attacks inflicting injury and producing divisionary and contributing results by –
 - (a) Weakening effects of morale, military and material loss, or
 - (b) The diversion of forces for protection, producing weakness in the sphere of operations in which a decision is being sought.

Page 12. The Basis of Land Defence Policy is a report by conference of senior officers in 1920, ie. Australia could provide and maintain 2 Cavalry Divisions and 4 Infantry Divisions with ancillaries of war establishment about 180,000 all ranks.

Page 12. Order of priority of requirements.
Adoption of organisation proposed
Provision of Commanders and Staff
Provision of Munitions
Provision of Coast Defences
Training Staffs
Training of rank and file.

Page 13. For Defence against invasion a Field Army of –

2 Cavalry [SIC] Divisions
4 Infantry Divisions
3 Mixed Brigades

confirmed by recent meeting of Council of Defence with recommendation that Military Board should concentrate on First Line Component of -

2 Cavalry Brigades
2 Divisions
4 Mixed Brigades

The peace establishment to be 35,000.

Page 14. The main needs are modern weapons and equipment.

The rearmament of coast defences is the first priority of the Government Army Policy.

Page 20 **Responsibility for Policy**

The Navy, Army and Air Force Boards having tendered their technical advice, it is the Government's responsibility to determine the policy to be observed, and the funds that can be provided for it.

AUSTRALIAN DEFENCE

With particular reference to

THE SECURITY PROBLEMS OF SMALL NATIONS

By

**The Minister for Defence
(Mr Archdale Parkhill)**

**At Sydney Constitutional Club,
11th May, 1936**

.....

- Para 1 - Position of Small Nations
- 2 - Position of Australia
- 3 - British Sea Power and Australian Defence
- 4 - Responsibility for Local Defence.
- 5 - Australian Local Defence Policy against

A – Invasion

- Army** (1) Training of Leaders & Staff.
- (2) Provision of equipment & stores to enable Army to function.
- (3) Provision of trained personnel to handle equipment & enable leaders & staff to be trained.

B- Raids

Munitions & Supplies

Our limited man power should be conserved

Conclusion

Behind our Defence Forces must exist –

- (a) Adequate resources of munitions.
- (b) Establishment for local production of special types of munitions.
- (c) An aircraft industry.
- (d) Plan for the organisation of industry.
- (e) Plan for organisation of the resources of civil aviation as adjunct to Air Defence.

Immediate Aim of Government is to complete Defence against Raids.

**COMPARISON OF MILITARY UNITS
1930 – 1939**

Arm or Branch of Service	1930	1939	Remarks	
Staff Corp	277	344		
Aust Int Corp (in 1932, 490)	600	1422		
R.A.A. Regt Field Units	1 -	- 1	1 Section, Horsed 1 Battery, Mechanised	See Sumries attached to this Report for increases in estab.
Heavy Units	6	- 8	2 Bdes, 4 Detachments 3 Bdes, 5 Detachments	
Mobile Units	-	1	Darwin Mobile Force	
Anti Aircraft Units	1	3	Detachments	
R.A.A. (M) Field Units	17 -	- 17	Bdes. – Horsed, Iron tyres. Bdes. – Part-mechanized – all rubber tyred Bdes. Mechanized 3 Bdes. 3 Battalions Battery 1 Brigade plus 1 detachment Companies	
Medium Units	2	2		
Heavy Coast Units	6	6		
Anti-Aircraft Units	1 -	- 2		
Artillery Survey Units	2	2		
R.A.E. (Permanent)	6	8	Detachments. See summaries for increase in establishments	
Survey	1	1	Coy. See increase in Establishment as above	
R.A.A. Militia Field Coys	10	10	6 Divisional Engineers) 4 Brigade Groups.) Increased) Estab. In) 1939.	
Fortress Coys	7	7		
Anti Aircraft Coy	-	2		
Signals	10 -	- 10		
A.A.S.C. (Permanent) Remounts	6 - 6	- 7 6	Supply & Transport Sections, Horsed. M.T. Coys. Sections	

Arm or Branch of Service	1930	1939	Remarks
Infantry Bns	46	57	In 1939 at strength equal to 2/3 of war Establishment.
Garrison Bns	-	8	
Total	46	65	
A.A.M.C. Field Ambulance	21	21	
Hygiene Section	10	10	
Garrison Coys	-	3	
Casualty Clearing Stations	-	2	2 nd & 3 rd Military District
A.A.O.O. (Permanent)	-	7	Detachments. See Annual Establishment for increases of personnel
A.A.O.C. (Militia)			
Command Depot Coy	-	4	
Command Workshop	-	3	
Base Workshop	-	3	
Field Workshop	-	5	
Base Depots	-	2	
Base Ordnance Store Coys	-	2	
Ammunition Coys	4	3	
First Aid Detachment	-	11	
A.A.P.C.	-	6	A unit at each District HQ
A.A.V.C.	9	13	Sections
A.A.L.D.	6	7	Sections at H.Q. of Comds. And Districts
Establishment	25,000	65,000	Militia Establishment

ARMY TRAINING IN SITUATIONS OF PERMANENT NATURE

Arm or Branch Of Service	1930	1939	Remarks
R.M.C.	Victoria Barracks Paddington	At Duntroon	Enlarged
Command and Staff School	-	1	New
A.A.S.C. Training School	-	1	New
Army School of Signals	-	1	New
School of Mechanization	-	1	New
Central Training Depot	-	1	Not operating in 1930, 31
School of Artillery	1	1	-
Small Arms School	1	1	-
School of Anti-Aircraft and Fortress Engineering	-	1	New
	3	10	

FORTIFICATION ERECTED BETWEEN 1930 AND 1939

Darwin Defences
 Rottneest Island
 Swanbourne, Perth
 North Head, Sydney
 Stockton, Newcastle
 Cape Direction, Hobart
 Morton Bay, Queensland
 Port Moresby, N.G.

CLOTHING FOR UNEMPLOYED

During the acute unemployment connected with the depression in 1930, the Commonwealth Government approved of large stocks of part-worn clothing and boots being donated to the State Governments for issue to necessitous cases of indigence.

In April, 1931, unemployment conditions were worse, and the government, through the Minister for Defence, announced that the supply of part worn military clothing and boots was practically exhausted, but that the government had decided to make available for distribution oversized and undersized clothing to the amount of 78,000 Jackets, 21,900 breeches, and 21,764 Greatcoats – the State Government to bear the cost of freight and dyeing.

These garments came from war reserve stocks, as no garments suitable for normal fittings of the Citizen Forces were held in excess of requirements.

In later years, as excess stocks were exhausted, issues for unemployed were confined to part-worn clothing returned from Citizen Forces.

In addition, camp buildings, sites, camp equipment and utensils were loaned to State Governments for the setting up of camp for unemployed single men. This equipment, being continually in use under very rough conditions of usage during the depression years, was generally found to be unserviceable on return, and not suitable for taking into stock.

As no additional funds were ever made available for replacement by serviceable uniforms and equipment, the result was a deficiency in the Military reserves of these articles.

APPRECIATION MAN POWER SITUATION OF AUSTRALIA

By the Chairman, Man Power Committee – 22nd.1.1940

FUNCTION OF MAN POWER COMMITTEE

The functions of the man power Committee, as laid down in Functions, Machinery and Procedure, Department of Defence Co-ordination, are as under:-

- (a) to consider and report on the man-power question in all its aspects;
- (b) to indicate the action considered necessary;
- (c) to suggest the steps to be taken to carry such action into effect.

FUNCTIONS WHICH DRAIN FROM NORMAL INDUSTRIES AND ESSENTIAL SERVICES

NAVY - - A permanent Force, requiring to be constantly ready for action, must be always fully manned, particularly with trained artificers and mechanics who can only be obtained from civil industry.

ARMY - - Small permanent force for coast defence and instructional cadres who require small proportion of technical trained personnel from industry.

CITIZEN FORCE - 78,000 raised by voluntary enlistment, for part time service. Requires many tradesmen of all types. Fighting portion contains large portion of members not employed in their trade or professional capacity. Unless called up for continuous war service, their absence from normal employ does not affect industry, as training parades (except camps) are carried on outside employers time.

When called up for continuous service their absence exerts the name drain on industry as though the skilled labour was permanently withdrawn.

A portion called up by Proclamation under Defence Act IV are liable for continuous home service, in accordance with the policy of the Government.

EXPEDITIONARY FORCE - 20,000 at present, includes a large number of technicians and tradesmen under the age of 35 years. These are completely withdrawn from industry and estimated to require reinforcements of approximately 2,000 per month to maintain original strength. If another Division is raised, the steady drain on man power will be doubled.

AIR FORCE - A Permanent Force, principally composed of technicians and skilled labour, and other young personnel of high mental and physical calibre. Numbers must be continuously maintained. The Government now plans to increase and despatch eventually, 46,000.

Tradesmen and skilled personnel can only be obtained from industry and are completely lost to industry during period of war.

MUNITION FACTORIES AND ANNEXES - War time demands not produced in peace time, in addition to the vital urgency of supply, render it essential to have first claim on trained personnel from industry; with consequence that normal manufacture and production have to suffer loss of best tradesmen and apprentices, with consequent shortage of labour in production of basic materials for munitions in normal civil life.

FUNCTIONS ADVERSELY AFFECTED BY DRAIN MAN POWER TO FIGHTING SERVICES

- (a) Supply and Development Department, controlling Munitions Factories & Annexes for War Material.

A rapidly expanding organisation requiring skilled operatives, who can only be obtained by withdrawing from peace time industries and essential services, and later from trained apprentices.

(Note – the Supply and Development Department is therefore both a cause of shortage of and is affected by) skilled labour.

- (b) Commonwealth and State Departments, controlling essential services other than Munitions manufacture.
- (c) Industries essential for normal life and supply of the community with commodities not necessarily munitions of war.
- (d) Administration services and professions of non manual types such as lawyers, accountants, trustees, agents and trained clerical executives.

ORGANISATIONS CONCERNING IN SOLUTION OF PROBLEM

Man Power Committee, consisting of representatives

Defence Co-ordination
Navy
Army
Air Force
Supply & Development
Munitions
National Register

Naval Board
Military Board
Air Board
Supply & Development Department
State Governments
Commonwealth and State Government Departments
Municipal Authorities
Chambers of Manufactures and Commerce
Employers' Federations
Trade Unions
State Councils of women's organizations

ORGANISATIONS TAKING DEFINITE ACTION FOR SOLUTION

A. The Man Power Committee of the Defence Co-ordination Department has taken action as follows:-

(1) A List of Reserved Industries and Occupations from which personnel are not to be withdrawn for the fighting services has been issued and revised to January, 1940

(2) Constant revisions and additions are made as a result of requests, interviews and investigations by the chairman and the Man Power Staff, and the Supply and Development Department.

(3) In some industries such as aircraft construction, the whole industry is exempt from service except with R.A.A.F. whilst in metal trades all men above the age of 25 years, and all apprentices, are exempt.

(4) Man Power officials interview every applicant for voluntary enlistment, and every citizen called up for compulsory service under the Defence Act, and if he is employed in any reserved occupation, he is not allowed to enlist and exemption certificate is issued.

ORGANISATIONS TAKING DEFINITE ACTION FOR SOLUTION (contd)

B. As a result of Man Power Committee recommendations, the Service Boards are co-operating to prevent wastage in industrial labour in the following manner –

- (1) The greatest liaison is maintained between the Chairman of the Man Power Committee and the Service Boards on –
 - (i) questions of policy;
 - (ii) discretionary administration of the reserved list in outstanding urgent cases for exemption, not specifically covered by the list.
- (2) A similar liaison is maintained in Military Districts and Areas between the representatives of the Man Power Committee and the recruiting authorities of the Navy, Army, and Air Forces, and to the 31st December 1939, 41,881 individuals cases of enlistment or claims for exemption or release have been satisfactorily dealt with.
- (3) Members of the existing forces who are not employed in their trade or some other executive or specialised capacity are released to follow their civil occupations.
- (4) Apprentices are released to complete their indentures and training.
- (5) No skilled or semi-skilled personnel is permitted to enlist unless there is a vacancy in the Service in which he is required for employment in his trade capacity.
- (6) Where employer certifies that they are employed on Government contracts or that members of the Force are key personnel in their particular trade or occupation, release is granted from military service.
- (7) Where enlisted members such as one man businesses, married privates, etc. are able to show that military service would cause hardship perhaps involving the closing down of their business, release is granted by placing the members on the regimental reserve.
- (8) Where the calling up for training of youthful employees would cause definite hardship and replacement of the employee cannot be made immediately, leave is granted and postponement made to attend later camps of training.

ORGANISATIONS TAKING DEFINITE ACTION FOR SOLUTION (contd)

C. **Supply and Development Department** and Munitions Factories also maintain very close liaison with the Chairman, Man Power Committee, and any adverse effect on production by the fact that skilled personnel is in Service employ, is always immediately investigated, and in many cases the age group in the Reserved List amended to suit the demands of the particular industry.

D. **The National Register Board** is co-operating in the provision of age groups statistics of males between 18 and 65 and are engaged on production of detailed categories of ages, occupations, physical conditions, etc., which will be invaluable to the Man Power Committee (and other authorities) in the survey and allocation of man power.

To maintain the usefulness of the Register, enlistments in the A.I.F. and Air Force, and departures of members overseas, must be constantly notified to the Register by the Services concerned.

E. **The Women's Voluntary National Register**, the State Councils of which have registered and classified to date approximately 20,000 women in various callings for national services.

RESULT SO FAR ATTAINED

Therefore, it will be seen that by –

- (a) application of the reserved list of occupations with consideration of the requirements of industry and essential services;
- (b) the entire reservation of industries from demands of the Defence Services;
- (c) the debarring of enlistment of trained or essential personnel over a certain age in all prescribed industries;
- (d) the exemption of apprentices in the metal trades and portion of similar trades;
- (e) by the granting of exemptions or leave to key personnel (if essential industries or services) who are within the age group liable to service;
- (f) by granting leave in the case of hardship;
- (g) by the exemptions under the Defence Act;

the Man Power Committee of the Department of Defence Co-ordination is operating a planned scheme, which is ensuring that the trained manpower of Australia is not haphazardly taken for, or allowed to enlist in, the Defence Services, but is kept as a reservoir from which the country's requirements in skilled man power can be best employed for Australia's welfare and defence.

NO CONCERTED PLAN FOR UTILISATION OF TRAINED MAN POWER BY INDUSTRY

It is in the utilisation of this trained man power of Australia to the best advantage for Munitions and Industry generally, that:

- (a) beyond the conservation of labour made to industry by the Man Power Committee and officials;
- (b) the survey and statistics which will eventually be made available from the National Register;
- (c) the organisation and control of munitions works and annexes and the training of youths in technical schools and colleges by the Department of Supply and Development;

no plan or machinery appears to exist or be envisaged.

Large industrial establishments and munition factories may be able to secure skilled labour by better wages and conditions of employment, but in munitions annexes and ancillary defence contracts and in the normal requirements of the civil population, the shortage of labour must eventually become very serious and have its effect on the slowing up of material for the more technical munition factories and industries.

The right of an employer to select his workmen and the right of the labourer to engage himself where he pleases, are fundamental principles of British citizenship, and therefore before labour can be directed and allocated to the best channels for balanced production, both the employer and employee would have to agree to relinquish these principles for the common good, if not the existence, of the Commonwealth.

FORMATION OF DETAILED PLAN OUTSIDE RANGE OF SERVICE BOARDS

The solution of this problem is well outside the range of possibilities of any Service Board, or of the Man Power Committee to find, being definitely in the realms of higher politics, and if found, would be the panacea for the ills of democratic government which each political party is endeavoring to find.

The larger industries undoubtedly have much man power that they have trained, capable of carrying out more advanced work than that upon which they are engaged, and who, as foreman in lesser or newer annexes and industries, could supervise and train partially skilled labour, whilst engaged in production, but there is no plan for their transfer to such positions.

In a similar manner many skilled workmen are employed on production in luxury trades or non-essential industries, and who, under a national scheme of allotment, would be detailed for work of greater national importance.

The patriotism of individuals or their desire to best serve their country, finds no solution to the problem of how best to utilise their intelligence and abilities as the individuals cannot place themselves in required positions.

Knowledge, direction, and control, are required to fill vacancies and carry out necessary transfers to place individuals in their appropriate positions of employment if the best results for the nation's welfare is expected.

VITAL FACTORS

The absence of the following vital factors militate against the introduction of complete practical scheme at present –

- (i) Government does not control production and essential services;
- (ii) authority for compulsory allocation of the workmen to industries is non-existent;
- (iii) the necessity for dilution of lesser skilled labour by the introduction of women and youths has not yet been made apparent to the general public and trade unions.

COMMENCEMENT OF CRITICAL PERIOD APPROACHING

The vital period has not yet been reached, but must occur in the very near future when -

- (a) an intense recruiting propaganda campaign for the large Empire Air Force will be engendered for the express purpose of inducing the best type of young mechanic to join the Air Force.
- (b) when the expenditure of munitions by actual participation in war necessitates urgent replenishment.

CLAIMS OF FIGHTING SERVICES MUST PREDOMINATE ONCE BATTLE IS JOINED

The vital necessity of providing the physical man power required for (a) and (b) above must be given predominance over (c), with the consequences that –

- (i) the age groups in the List of Reserved Industries and Occupations must be extended to withdraw more physically fit men from industry to maintain the fighting services, with the consequence that the production of munitions will be vitally affected;
- (ii) the only replacement of the skilled labour in industry is by employment of women or youths who require training before being in any way useful;
- (iii) the organised power of commercial and industrial associations and groups will be exerted to retain their operatives, using as their claim the importance of their particular industry for Australia or Empire defence. (See attached copy of a letter received 24.1.40).

GOVERNMENT RESPONSIBILITY

It is from this particular period onward, that the Man Power Committee will have to carry the full burden of responsibility and criticism, as the body responsible to the Government for deciding between the rival claims of the fighting services and the productive industries, for possession of large numbers of Australia's men during a time when the nation is at high tension, many of the more patriotic having gone abroad, and the nerves of the remainder affected by war strain and some by selfish individualism.

IMMEDIATE ACTION NECESSARY TO FORESTALL SETBACK

To prepare for this period, which must exist till the end of the war, the claims of industry must be understood and thoroughly investigated, and it is therefore felt by the Man Power Committee that their organisation is not complete till there is a Man Power subcommittee (similar to the Service Boards) under the Minister for Supply and Development, representing both employer and employee aspect, for the express purpose of ensuring –

- (a) that trained man power in industry is employed to the best advantage;
- (b) that man power which can be released for military service is not unnecessarily retained;
- (c) that all man power resources of the country are tapped and replacements of labour made from the next best material available.

The actual constitution of this sub-committee is outside the scope of the Man Power Committee to suggest, but it is felt that if the Chairmen of the Man Power Committee and of the National Register, were members (even ex officer), the knowledge gained by these officers of industrial plans and difficulties would ensure that the representative of Supply and Development committee at meetings of the Man Power Committee would have fellow member at the meeting with intimate knowledge of both the claims of the Service Boards and of industry.

Such sub-committee would not in any way militate against any economic or industrial committee of experts that may be set up by the Government, but, on the other hand, could be useful to such major committees because of its intimate knowledge of details of labour aspects of munition production.

25/1/1940

C.H. Jess
Chairman Man Power Committee

RIFLE CLUBS - CIVILIAN

After the War of 1914-1918 the Rifle Clubs were not included in the Defence organisation controlled by the Military Board, but were a separate civilian organisation under Defence Department controlled by a Commonwealth Council of representatives from State Rifle Associations.

In 1929, just prior to the introduction of the Militia system, the Rifle Clubs came under the control of the Military Board, to be administered by a Director of Rifle Clubs and Reserves in the branch of the Adjutant-General.

Rifle Clubs, if they so desired, could be linked as Reserve units to definite Citizen Force Battalions, and facilities were also made for members to attend Citizen Force parades, particularly those for weapon training.

The number of riflemen who attended was very small, and the practice soon fell into disuse. Advancement was made, however, in the adoption of the service targets by Rifle Clubs, but firing at long ranges still continued to use up valuable ammunition.

One result of the financial depression was the limitation of funds for manufacture of .303 ammunition, with the result that excessive expenditure in target and match shooting caused the military strategic reserve of S.A.A. to be seriously depleted, with a consequence that free issues, and the amount that could be purchased for half rate, had to be drastically reduced by the Military board, The Rifle Clubs, however, persistently endeavored to have the grant restored and did so to a considerable extent (see Minister's Statement Estimates 1936/37).

The inclusion of automatic Weapons in the annual course for Rifle Clubs was given great consideration, but no result emerged before the outbreak of war in 1939.

The elimination of old and physically unfit riflemen from the numbers entitled to be counted for efficiency and for grant of ammunition was instituted by the Military Board and to keep the exclusion effective, a total establishment of riflemen was made to each Military District.

A uniform set of rules for the control and conduct of rifle shooting in all States was in course of completion by the Commonwealth Council of Rifle Associations when war broke out in 1939.

The allocation on the annual estimates to Rifle Clubs is as follows:

ESTIMATES

1928/1929	£48,000
1929/1930	40,000
1930/1931	33,617
1931/1932	28,498
1932/1933	26,600
1933/1934	31,760
1934/1935	34,959
1935/1936	37,062
1936/1937	55,064
1937/1938	66,070
1938/1939	66,130
1939/1940	66,100

Defence Vote reduced by £100,000.
Rifle Clubs by only £5,000

APPENDIX 24

WOMEN'S VOLUNTARY NATIONAL REGISTER

Appendix 21 (herein) and see Minutes of Meetings of Services Manpower Committee (of which Adjutant General was a member) and which controlled Women's Voluntary Services till 1942.

THE MILITIA RIFLE CLUB UNION AND CLUBS

From the introduction of Militia in 1930, the Clubs formed in Military Units grew in numbers, strength, efficiency.

The practices and competitions included automatic weapons and their tactical handling, whilst the annual completion held in each State gave added proof of the excellent results of such weapon training, which results are commented in the remarks of succeeding years in this report.

The value of large numbers of these skilled marksmen as instructors to others after joining the A.I.F. can be appreciated.

VOLUNTEER RESERVE OF EX-SERVICE MEN FORMED 1939

See printed statement issued by Minister for Defence 16/3/1939, referred to in printed pamphlets (No. 2 of these summaries) See also M.B.I. A16/39.

Committee appointed by the Minister, composed as under:

Chairman	..	The Inspector –General: LT Gen. E.K. Squires
Members	..	The Adjutant-General: Major-Gen. Sir C.H. Jess Col. J. Northcott, Staff Corps Gen. Sir H. Chauvel (representing R.S.S.I.L.A.) Brig F Derham (representing Militia Forces)
Secretary	..	Lt. Col. S.F. Rowell

Terms of Reference

To examine possibility of extended use of ex-A.I.F. personnel as potential reserve for war; and a suitable method of organising such personnel.

The Committee considered that any measures must be designed to meet a definite Military need and have definite Military value.

It was decided that definite need for a Military reserve did exist, and that as such need would be a permanent one, younger men than could be found in the ranks of ex-service personnel would be required in addition; based on mobilisation requirements of Australian Military Forces.

The reserves needed would be of two categories:

- (i) Those required to raise front line units to war establishments.
- (ii) Those required for Garrison Battalions which would relieve front line units from internal security and close defence of fortresses, and be available for service in administrative and training units.

In the case of category (i) above, the highest standards of age and physical fitness would be required, and therefore recommended that they should be organised as:

Reserve Class A of physically fit men between 18 and 45 years for front line units.

In the case of category (ii) above, the duties required would not involve active operations with long periods of extended strain and physical exposure to hardships, therefore a lower standard of age and physical fitness would be satisfactory. Accordingly, recommended that:

Reserve Class B Men between ages 45 and 60 years for Garrison Battalions and L of C Units. It was estimates 90,000 would be required, of whom 50,000 should be Class A.

Recruiting

Class A - to be recruited direct by the Citizen Force Unit.

Class B - the responsibility for nominating personnel for Garrison Battalions to be entrusted to R.S.S.I.L.A. in each State. Not to be raised as independent units, but as locality groups, and individuals allocated for specific units on mobilisation by the Military authorities.

Establishment

At the institution, no limit be placed on numbers, except that the organisation of Garrison Battalions be restricted to the 13 required by the Order of Battle.

Service

To be for three years, enrolled on honorable obligation to report for training or war service when called on.

Badges

Badges to be worn on plain clothes where approved, with a distinctive emblem for ex-A.I.F. or ex-Militia members.

Badges were manufactured and delivered to the various Stages for issue - those for Class A by Commanding Officers of units to which reservists were attached, and those for Class B by R.S.S.I.L.A.

Copies of the Badges are attached hereto for archival record and historical worth, as there are bound to be some applications from ex-Reservists for their badges.

In view of the expressed desire of many potential members of the Reserve that badges should be issued for wear on plain clothes, the Committee considered that a badge should also be issued for war on plain clothes by serving members of the Militia, with over three years' service, to indicate their connection with the Defence Force.

The badge was approved manufactured and delivered to districts in September, 1935 (M.B.I. A44/39) but from the outbreak of war the calling up of the Citizen Forces caused them to be almost continuously in uniform, and it is doubtful if they were issued.

Copy of the design of the badges:

Ornamental letters "A.M.F." in monogram, surmounted by crown, with scroll at base inscribed "For Service"
is attached hereto.

In the outbreak of war, sufficient publicity and organising had been carried out to call up immediately the numbers that were required and capable of being enrolled, clothed and equipped with the material available. With a minimum of refresher training, the relief of Militia units performing internal security duties was carried out by the newly formed Garrison Units before the end of 1939.

In 1940 7 permanently organised Garrison Battalions were in being, whilst a number of others were organised and in training on a part-time basis till they were called up in December, 1931, for full-time duty.

MEDICAL REPORTS OF THE DIRECTOR-GENERAL
MEDICAL SERVICES – 1930 – 1939

Information regarding physical standards of fitness of recruits, plus the casualties incidental to sickness or disease in the A.M.F. during the period 1930 to 1939, will be found in the printed reports on –

The Australian Military Forces,
The Royal Australian Air Force, and
Civil Aviation –

By the D.G.M.S. (Major-General C. Barber, and later Major-General R.M. Downes) for the years-

1930, 1931, 1933, 1935, 1936, 1937, 1938

Information is also contained in Standing Orders for Medical Services and the correspondence dealing with the causes of the amendments to those standing orders made from time to time, and promulgated through Australian Army Orders.

One of the main increases in units of the Army Medical Corps in the period from 1930 to 1939 was from a minimum number of Field Ambulances to the inclusion of such units as Casualty Clearing Station, Garrison Companies and training cadres. Also the inclusion in the A.A.M.C. Reserve of practically the whole of the leading specialists of the B.M.A. with appropriate rank as consultants or potential occupants of special appointments after mobilisation. A definite improvement in the liaison with voluntary Aid Detachments and their organisation and training as a Reserve to the A.A.M.C. One particularly effective improvement in this regard was the approval for percentage of male members of V.A.D.s. to be attached to A.A.M.C. for training whilst in camps of continuous training.

Plans, Trials and Lists of design for hospital trains and ambulance cars were also proceeded with, details of which will be found in the records of the M.G.O. section of the (then) "Q" Branch of Army Head Quarters.

DARWIN MOBILE FORCE

See para. 221 of Part II herein and relative files.

SENIOR CADET OFFICERS

1929 TO 1939

From the statutory inception of the Commonwealth Military senior Cadet Corps in 1906 till 1911, detachments were organized into Battalions, and officers gazetted thereto, thus attaining an army and regimental seniority for promotion and command throughout Australia.

On the introduction of Universal Training in 1911, Senior Cadet Battalions were formed and linked with each Infantry Battalion.

On the inception of the Divisional Scheme after the war of 1914/1919, Senior Cadets were organized into coys, attached to infantry battalions under the command of the C.O. of Citizen Force Battalion – officers of the Battalion being detailed as company commanders for each Senior Cadet Company.

As senior cadets under Universal Training Regulations were required to attend a percentage of parades in employers' time (which was not a statutory requirement of the adult personnel) it followed that as certain number of Senior Cadet Officers were necessary to attend these parades, and accordingly trainees over 18 years of age who could attend had been selected and granted commissions as senior cadet officers.

School detachments of senior cadets were similarly linked with Citizen Force Battalions, but officered by teachers from the school, who were required to qualify for their rank in the Citizen Forces.

In the Military Forces List of 1924 and 1927, the locations of the Senior cadet companies are printed at the head of the page showing the infantry regiments to which they are attached, the names of the senior cadet officers following in the Regimental Seniority Lists after the officers of the Citizen Force Battalion.

On the suspension of Universal training in 1929, such Senior Cadet organization with official status under D.A. 12 ceased to exist.

Instead of senior cadets only being attached to Infantry units approval was given for voluntary cadet detachments to be formed in connection with all units of the Citizen Forces.

As the youths who formed such detachments were volunteers, there was no authority to compel employers to grant leave for parades (as previously) during working hours, whilst the numbers enrolled did not warrant the organization of the senior cadets into separate companies.

About 1932, senior cadets after passing their recruit training, were attached to platoons of the Citizen Forces and did their home training in the ranks of the Militia Companies in order to make these sub-units a workable size for training under the Citizen Force officers.

There was therefore no need for the senior cadet officer within the Citizen Force Battalion, and the senior cadet officer of 1929 either retired, or passed the examination for commissions as Militia Officers and were absorbed as such within the unit: so that senior cadet officers of Militia units disappear from the Military Forces Lists of 1934 and after.

SENIOR CADETS AT EDUCATIONAL INSTITUTIONS

See A.A.O. 542/1929

N.B.I. 51/1936

Approval was given by A.A.C. 542/1929 for the formation of volunteer senior cadet detachments at Educational Institutions, to be officered by teachers of the institution.

Detachments were to be self-supporting, except for the supply of arms and equipment, and the provision of instructors from the Defence Department.

As parents had to provide uniforms, each school selected a distinctive uniform, and the detachments were independent of any higher organization such as Battalions and had no connection or refined relationship with any other detachment.

Therefore there was no corps organization to which senior cadet officer could be posted as formerly; the number of officers who could be appointed at any school was regulated by the size of the detachment thereat.

Officers of senior cadet detachments at educational institutions could obtain military status by passing the examination for equivalent rank in the Citizen Forces, and upon doing so, were granted commissions on the unattached List of the Citizen Forces.

In order to provide the number of officers required for large detachments, authority was given for the appointment of senior pupils over 16 years of age as Cadet Lieutenants who have no military status except with regard to other members of their school detachment.

The names of officers of senior cadets who did not qualify for equivalent rank in the Citizen Forces, and of cadet lieutenants were recorded at formation and army headquarters but do not appear in any published list as they did not belong to any organized constitutional force, as did the Commonwealth Military Senior Cadet Corps throughout Australia prior to 1929.

APPRECIATION OF THE RECRUITING SITUATION IN AUSTRALIA
IN 1936 – BY THE ADJUTANT-GENERAL, A.M.F.
PART I – FACTORS AFFECTING RECRUITING FOR VOLUNTARY CITIZEN FORCES

1. Units are raised in metropolitan areas and large inland cities only.
2. A generation abhorring war is now 21 years of age since the outbreak of war in 1914 and is composed mostly of either –
 - (a) Pacifists – “peace at any price”
 - (b) Passivists– either (a) “I’ll do it when made to”
(b) “I’ll be there when I’m wanted”

This psychological condition has been brought about by the following, among other definite causes, and continued influences.

- (a) The horrors of war as depicted by novels, moving pictures, pacifist speakers, writers and agitators.
- (b) Effect on youth of loss of relatives either by death or war wounds; or maimed or blinded relatives still residing with them.
- (c) Anti-war propaganda of returned soldier parents or war widows, who desire to shield their sons from participation in war.
- (d) War novels showing the rank and file only being utilised as cannon fodder, for politicians and generals.
- (e) Newspaper articles, magazines with a definite peace cult starring pacifist ideals.
- (f) Churches and Education Departments teaching peace to the exclusion of defence preparations.
- (g) Lack of definite encouragement by various Governments with consequent exclusion of pro-military matters from debates and Hansard.
- (h) Promises and ideals of the League of Nations that war would be an impossibility.
- (i) Insidious spread of communism and socialistic propaganda and literature among the youth of Australia.

3. Self-interest instead of service has become such a general aspect of the personal life of the community, particularly since the depression and the dole.
4. Propaganda that the Army is a thing of the past and that the next war will be entirely in the air has been common since the Armistice.
5. The numerous adverse military critics with little knowledge or experience with the absence of same regarding the Navy and the Air Force have used unlimited scope in newspapers, magazines, clubs and organizations.
6. The lack of appreciation by the young man himself as to why he would join as a volunteer and how it will advantage him in a result of the foregoing.

CONTRAST WITH

LAST REPORT OF SIR HARRY CHAUVEL AS INSPECTOR-GENERAL

UP TO 15TH APRIL, 1930

Para of IG's Report	Subject	Comments
10	Suspension of U.T. Nov 1 st , 1929. Cancellation of Camps Training.	Australian Army Order 542/1929 See Cir. 2/1930
11	Decision of Prime Minister. a. Defence Council to submit scheme for alternative to Universal Training for a defence just as adequate or if necessary, more adequate, than existing. b. No discharges of permanent personnel to be made by reason of change. c. Surplus to be absorbed by wastage.	a. see para 13 for outline. b. See Tables later of strength of Staff Corps A.I.C. and other permanent forces for year 1929-1939.
12	Strength of Citizen Forces was 47,000 in 1929. Military Board considered necessary minimum, 49,000	Last year of U.T. This as annual turnover would probably give a force of 30,000 effectives.
13	Council of Defence agreed – a. Nucleus of 35,000 Militia 7,000 Cadets b. Senior Cadets 20% of each Militia Unit c. 8 days H.T. and 8 days Camp (Home Training) d. Rise of 1/- per diem pay (to 4/-) e. Pay for skill at arms and specialists f. Attractive and better fitting uniforms. g. Gradual provision of modern equipment for development. h. Retention of A & I Staff at present strength.	annual a. See Tables of/establishment in summary. c. See Annual Training Instructions yearly. d. Previously was 3/- for recruits. e. Not previously approved. f. U.T. uniform was of A.I.F. pattern, large sizes mostly. g. The 3 years programme catered for Defended Port arrangement and some M.T. h. This was allowed to reduce by normal wastage.

Para of IG's Report	Subject	Comments
14	<p>i. Establishment and institutions to be maintained on minimum numbers staff.</p> <p>k. Battalion staff and organization for recruiting, and citizen committees.</p> <p>l. Some form of Army reserve to be organized to replace unit non-effective establishment.</p> <p>m. Enlistment of militia and cadets to commence in January 1930 with 4 days home training for period January to June, 1930.</p> <p>Up to April 1930.</p> <p>29344 (24033 Militia)en- (5311 Senior Cadets) rolled</p>	<p>i. Physical training staff was dispensed with, except the Director of P.T.</p> <p>k. Such were most successful in their effort increasing militia to 35,000 and later 70,000</p> <p>l. It was not till 1938 that this was possible of accomplishment and reserves A & B were formed.</p> <p>m. There was consequently no Citizen Force except officers for Nov. & Dec. 1929. (See AHQs Circ.552, 605 of 1931)</p>
15	<p>Best of compulsory trainees enlisted</p> <p>Improvement of esprit de corps and general bearing of individual members improved.</p>	<p>These were first results incidental to the pioneers and first members of any group movement – followed by difficulties of sustaining interest.</p>
16	<p>Enthusiasm built up on two Premises –</p> <p>a. camps</p> <p>b. attractive uniforms.</p>	<p>a. Enthusiasm dumped by no camps till 1933.</p> <p>b. Long Delay in issue of better uniform.</p>
18	<p>Desirable to separate Inspector-General and chief Of the General Staff.</p>	<p>General Coxen appointed Chief of the General Staff from April, 1930.</p>
19	<p>Inspector-General would remain in abeyance till new system got on feet.</p>	<p>No Inspector-General appointed till 1938.</p>
23	<p><u>Royal Military College</u></p> <p>17 cadets graduate in 1929, of whom 4 posted to R.A.A.F.</p> <p>12 candidates admitted Feb, 1930, 2 for R.A.A.F.</p> <p>Suggested amalgamation of R.A.N. college and R.M.C. Definitely decided, if does take place, to be at Jervis Bay Defence Committee's report that undesirable to make any change if no financial saving. Military Board to review cost of maintenance.</p>	<p>See appendix for cadets taken in later years</p> <p>College was moved to Victoria Barracks, Sydney and numbers reduced. Removed again to Duntroon in January, 1937, and number increased. See Appendix.</p>

Para of IG's Report	Subject	Comments
24	Amalgamation preferable to abandonment.	Amalgamation never carried out.
25	Abandonment would be disaster only alternative would be to send one candidate to England	See Joint Committee of Public Accounts in its report to Parliament 20 th August, 1924.
26	Artillery schools. Certain courses cancelled for lack of funds.	Courses head as funds became available later.
27	Small Arms School. Local courses improve and should be encouraged.	In majority of Districts local courses continued to be held.
28	A.S.C. & Q. School	Formed at Victoria Barracks and later formed on permanent basis.
29	Central School of P.T. Desirable courses be arranged for Militia Forces.	P.T.I. Staff dismissed 1931.
30 31 32	Training Abroad. Necessity of maintaining high standard of efficiency of Permanent Officers. Urges that future economies do not entail curtailment of training abroad and exchange of officers.	See Appendix 15 re officers abroad. Also Appendix of
33	Militia Forces Units disbanded, to keep within Estimates 19) A.L.H. 21) 7 th Bn 21 st Bn 33 rd Bn 41 st Bn 54 th Bn Linked units (active and those not now maintained). Guidons and colours to be taken over by active unit till former units re-established.	It will be noted that these units were disbanded in July, 1929, <u>prior to the decision of the Government to abolish Universal Training.</u>
34	Council of Defence recommends maintenance of existing organization of – 2 Cav Divs 4 Divisions 3 Mixed Brigades Fortress troops etc. but to reduce numbers to 35,000 Militia 7,000 senior cadets Decide to form Militia Tank Unit – as instruction and equipment available.	See references to First Line Component in report. Change from selected formation to the whole organization in 1939. 4 Tanks. Formed in Sydney

Para of IG's Report	Subject	Comments
35	Strength at April, 1930 Officers 2,644 O.R. 21,389 Senior Cadets 5,311	Strength in 1939 – 70,000
36	Check to progressive nature of training in the transition period of reconstructing units on voluntary militia basis.	The transition period continued long after Jun, 1930, owing to no funds for cleaning, lighting, fares and clothing of members.
37	Unit courses and weekend bivouacs – to maintain interest and enthusiasm – to be held but of money saved.	The amount saved was so small that the majority of courses in the first years were held at other than government expense.
38	Attendance at N.T. very satisfactory.	Attendance at courses and bivouacs – definitely proved that when departmental assistance is forthcoming no lack of enthusiasm or members attending.
39	Camps. Uniform. Voluntary activities must be fostered.	See comments throughout reports on various years to 1939.
40	Painting of Drill Halls, extra rooms for officers' sergeants messes, and men's club room considerable bearing on future success. Drill hall now very attractive.	No funds made available. Majority carried out alteration at unit expense or voluntary labour of members. Inflated cost of new drill halls only enabled few to be built. Dissatisfaction in older units left in old drill sheds.
41	Miniature ranges and gymnastic apparatus.	Apparatus and sporting gear ample in 1939.
42	<u>Future Training.</u> An essential of voluntary system is maintain enthusiasm of all ranks in their work.	That interest and enthusiasm of keen nuclei was maintained is evidence by the progress shown in reports of the successive years, and the increase in numbers to 70,000 in 1939.
43	<u>Camps</u> At least 8 days necessary for experience in command and manoeuvre. No effect if camps abandoned.	Bivouacs and courses were arranged during 1930, 1931 Camps increased to 12 days in 1939.

44	<p><u>Voluntary Activities</u></p> <p>Voluntary system depends on officers, NCO'S and specialists devoting great period to extra voluntary training to handle the rank and file</p>	Truth of this statement borne out throughout the report.
45	Sub units must be of sufficient strength to enable combined training to be carried out.	
46	<p>Primary object of nucleus force is the supply and training of leaders – Voluntary activities play important part.</p>	Can only fulfil object when sufficient numbers are on parade and surrounding area is suitable for object of training exercise.
	<p>a. <u>Courses and Bivouacs.</u></p>	Increase in attendance beyond financial provision limited the holding of many courses till financial provision made.
	<p>b. <u>Rifle Shooting</u> Miniature Ranges Rifle Clubs</p>	Increased in numbers and efficiency (see reports of successive years).
	<p>c. <u>Competition</u> Prizes for specialists and skill at arms all units.</p>	Increased in number and efficiency (see reports of successive years).
	<p><u>Participation of unit teams</u></p> <p>District competitions must include country competitors.</p>	Inclusion of country teams increased interest with corresponding friendly rivalry, and increased standard of individual efficiency.
48	<p><u>Permanent Forces and Services</u></p> <p>Loyal work despite persistent rumours of drastic retrenchment.</p> <p>Training suffered through cancellation of staff course and army school.</p> <p>Reduction in Training abroad.</p>	<p>Continued loyal work throughout drastic cuts of pay whilst technically on leave, 1931.</p> <p>Courses revived, schools recreated on Permanent basis.</p> <p>See paras. 30 to 32 in the I.G.'s Report of 1939.</p>
50	<p><u>Education Certificates</u></p> <p>Definite plan for instruction</p>	See increased numbers sitting for Educational Certificates in 1938/1939.
51	<p><u>Staff Corps</u></p> <p>Casualties.</p>	Casualties never made up. Commencement made by special classes to R.M.C. in 1939.
52	<p><u>A.I.C.</u></p> <p>No new appointments</p>	Till 1935

53	<p><u>R.A.A. Field</u></p> <p>Too low in strength. Has to borrow to carry out annual training.</p> <p><u>R.A. Heavy</u></p> <p>Below establishment</p> <p>Satisfactory standard of Battle practice</p> <p>In 2 and 3 Military Districts training with mechanized medium equipment</p>	<p>Increased to full mechanized battery, 1939</p> <p>Increased gradually under the 3 year Development Scheme.</p> <p>and increase in Coastal forts and armament.</p> <p>Carried out.</p>
54	<p><u>R.A.E.</u></p> <p>Very low in numbers. Cannot undertake work of extensive nature</p>	<p>Increased gradually under 3 years development and increase</p>
55	<p><u>Ordnance</u></p> <p>Stressed advisability of formation of Permanent Ordnance Corps.</p>	<p>Permanent ordnance corps formed.</p>
56	<p><u>Remounts</u></p> <p>Many over 20 years of age.</p>	
57	<p>Unsatisfactory position of funds for replacement.</p>	<p>Never sufficient to supply demands of week-end courses or camp training.</p>
58	<p>Establishment of depots too small (ie. 1 man to 15 horses)</p>	
59	<p>Increased demand for remounts for weekend courses, bivouacs.</p>	
60	<p>Horsemanship of Staff.</p>	
61 & 62	<p>Grazing.</p>	
63	<p>Horse Breeding.</p>	
64	<p><u>Senior Cadets</u></p> <p>Regimental detachments of all arms and services.</p>	<p>a. Formed. Gradually decreased in numbers in technical units as vacancies in Militia were filled.</p>

	Detachments at educational establishments.	b. Practically all secondary schools maintained detachments.
65	Selected Senior Cadets allowed to attend weekend exercises.	c. Funds not sufficient. Cadets camps and courses gradually reintroduced.
66	Hoped majority of large schools will raise detachments.	Few from secondary schools passed to Citizen Forces.
	School detachments provide own uniform of school pattern approved by Military Board	See Annual reports on training 1937, 1938, 1939.
67	Earl Roberts Cadet Trophy.	
68	Physical Training in Schools	Physical Training Staff disbanded in 1931.
	Teachers Classes	