

1923 - 1924.

THE PARLIAMENT OF THE COMMONWEALTH OF AUSTRALIA.

# REPORT

FROM THE

## JOINT COMMITTEE OF PUBLIC ACCOUNTS

UPON THE

## EXPENDITURE ON THE ROYAL AUSTRALIAN NAVAL COLLEGE

AND THE

## ROYAL MILITARY COLLEGE.

*Presented pursuant to Statute ; ordered to be printed,*

[Cost of Paper :—Preparation, not given ;      copies ; approximate cost of printing and publishing,      ]

Printed and Published for the GOVERNMENT of the COMMONWEALTH of AUSTRALIA by H. J. GREEN, Government  
Printer for the State of Victoria.

MEMBERS OF THE COMMONWEALTH PARLIAMENTARY JOINT COMMITTEE  
OF PUBLIC ACCOUNTS.

(Fourth Committee.)

JAMES GARFIELD BAYLEY, Esquire, M.P., Chairman.

JAMES EDWARD FENTON, Esquire, M.P., Vice-Chairman.

*Senate.*

- \*§ Senator BENJAMIN BENNY.
- † Senator WILLIAM KINSEY BOLTON, *C.B.E., V.D.*
- † Senator RICHARD BUZACOTT.
- \*|| Senator HAROLD EDWARD ELLIOTT, *C.B., C.M.G.,  
D.S.O., D.C.M.*
- ‡ Senator JOHN DUNLOP MILLEN.
- \* Senator EDWARD NEEDHAM.

*House of Representatives.*

- ¶ JAMES AITCHIESON JOHNSTON HUNTER, Esquire,  
M.P.
- NORMAN JOHN OSWALD MAKIN, Esquire, M.P.
- WALTER MOFFITT MARKS, Esquire, M.P.
- THOMAS PATERSON, Esquire, M.P.
- JOHN EDWARD WEST, Esquire, M.P.

\* Appointed 5th July, 1923. † Retired 30th June, 1923. ‡ Resigned 28th June, 1923. § Appointed a Member of the Royal Commission on National Insurance, 4th October, 1923. Resigned as a member of the Joint Committee of Public Accounts, 14th August, 1924. || Appointed a Member of the Royal Commission on Navigation Act, 10th September, 1923. ¶ Appointed a Member of the Royal Commission on National Insurance, 7th September, 1923.



# JOINT COMMITTEE OF PUBLIC ACCOUNTS.

---

## REPORT

UPON THE

### EXPENDITURE ON THE ROYAL AUSTRALIAN NAVAL COLLEGE AND THE ROYAL MILITARY COLLEGE.

---

#### INTRODUCTORY.

The Joint Committee of Public Accounts, having in mind the amount of public money which has been expended in establishing the Royal Australian Naval College at Jervis Bay and the Royal Military College at Duntroon, and the sum required annually for their maintenance, decided to investigate the question of the expenditure on these colleges.

#### COMMITTEE'S PROCEEDINGS.

To acquaint itself with the work accomplished at these Establishments and with the facilities provided, the Committee inspected the Colleges at Jervis Bay and Duntroon. The H.M.A. Boys' Training Ship *Tingira* at Sydney was also visited.

The Committee commenced taking evidence on the 23rd April, 1924, and during the course of its inquiry examined the following witnesses:—

- ARNOLD, Roy Alexander, Accountant, Royal Military College, Duntroon.  
CERUTTY, Charles John, Assistant Secretary, Commonwealth Treasury.  
CHAUVEL, Lieutenant-General Sir Henry George, G.C.M.G., K.C.B., Chief of the General Staff and Inspector-General of the Australian Military Forces, Department of Defence.  
CREER, Reginald Charles, Acting Commander, H.M.A.S. *Tingira*, Sydney.  
DAVID, Sir Tannatt William Edgeworth, K.B.E., C.M.G., D.S.O., Professor of Geology, The University of Sydney, Sydney.  
DUFFY, Vincent Cyril, Secretary to the Military Board, Department of Defence.  
FRANKLIN, Richard Penrose, M.A., Headmaster, Church of England Grammar School, Melbourne.  
GRANT, Commander Duncan Walter, C.B.E., R.N., Private Secretary to His Excellency the Governor of New South Wales; formerly Captain of the Royal Australian Naval College.  
HERITAGE, Colonel-Commandant Francis Bede, C.B.E., M.V.O., A.D.C., Commandant, Royal Military College, Duntroon.  
HILL, Thomas, Chief Engineer, Department of Works and Railways.  
HYDE, Captain George Francis, R.A.N., Second Naval Member, Naval Board, Department of Defence.  
KNEEN, George Henry, General Manager, Australian Commonwealth Line of Steamers, Sydney.  
MACANDIE, George Lionel, C.B.E., Secretary to the Naval Board, Department of Defence.  
MONASH, Lieutenant-General Sir John, G.C.M.G., K.C.B., V.D., Chairman of the State Electricity Commission of Victoria.  
MURPHY, John Emmett, Clerk in the Secretariat, Department of Defence, Melbourne.  
NANGLE, James, Superintendent of Technical Education, Department of Education, New South Wales.  
NICHOLSON, Warrant Shipwright William Ernest Edward, Acting Barrackmaster, Royal Australian Naval College, Jervis Bay.  
SCOTLAND, Paymaster-Commander William Robson, R.N., Accountant Officer, Royal Australian Naval College, Jervis Bay.  
TATE, Frank, C.M.G., I.S.O., M.A., Director of Education, Department of Education, Victoria.



WALTERS, Captain Richard Huth, D.S.O., R.N., Commanding Royal Australian Naval College, Jervis Bay.

WHEATLEY, Frederick William, B.Sc. (Oxon.), B.A., D.Sc. (Adelaide), Headmaster, Royal Australian Naval College, Jervis Bay.

WHITE, Major-General Sir Cyril Brudenell Bingham, K.C.M.G., K.C.V.O., C.B., D.S.O., Chairman of the Commonwealth Public Service Board of Commissioners, Melbourne.

#### EXPLANATORY.

##### ROYAL AUSTRALIAN NAVAL COLLEGE.

When the Commonwealth Government decided to create an Australian Navy, the question of the system to be adopted for the training of officers became a matter of importance. The cheapest course then, as now, would have been to send the Australian cadets to the Royal Naval Colleges in England, but the disadvantages resulting from such a system were recognized, and it was decided to establish an Australian Naval College where, concurrently with the necessary naval training, an Australian sentiment would be fostered, and the traditions of an Australian Navy would be founded. In order that every Australian boy, who was physically and mentally fit, might have an equal chance of a career as an officer in the Royal Australian Navy, the Commonwealth Government, although adopting the principle recognized by the Admiralty of commencing the training of naval cadets at a comparatively early age, determined upon a departure from British procedure by undertaking the entire expense of training and maintaining its naval cadets from the time they entered the College, whilst the entrance examination was based upon a standard well within the scope of a boy who had received a State education.

After a number of sites for the proposed College had been considered, the Commonwealth Parliament eventually decided upon an area at Jervis Bay, in Federal Territory, and the work of erecting the establishment was begun in 1912. In the meantime the training of cadets was commenced at Osborne House, Geelong, but in February, 1915, the College was moved to Jervis Bay where provision had been made for the accommodation of 160 cadets.

Cadets enter the College at the age of 13 years; they are trained there for four years, so that at the age of 17 they may qualify as Midshipmen; and after a period of from three to five years in ships and at naval schools attain the rank of Lieutenant in the Royal Australian Navy.

Two of the annual vacancies for cadetships are reserved for candidates who are the sons of persons who have been on active service either in the Royal Australian Navy or in an expeditionary force raised under the Defence Act; whilst provision has also been made for the admission of boys from the H.M.A.S. *Tingira*, according to the number of entrants required.

The number of cadets trained from the inception of the College up to the present time is set out in the following statement:—

Year of Entry.	Number Entered.	Number Qualified.	Number serving on 1st April, 1924.
1913 .. .. .	28	23 in December, 1916 .. ..	16
1914 .. .. .	31	29 " " 1917 .. ..	21
1915 .. .. .	31	29 " " 1918 .. ..	19
1916 .. .. .	29	28 " " 1919 .. ..	21
1917 .. .. .	26	21 " " 1920 .. ..	14
1918 .. .. .	36	12 " " 1921 .. ..	11
1919 .. .. .	32	13 " " 1922 .. ..	13
1920 .. .. .	26	12 " " 1923 .. ..	12
1921 .. .. .	12	} Still under training with the exception of 2 entered in 1921	
1922 .. .. .	12		
1923 .. .. .	12		
1924 .. .. .	10		
Totals .. .. .	285	167	127

The discrepancy between the number entered and the number qualified, plus those still under training, is due to normal wastage through sickness, withdrawals, &c. In 1922, owing to the general reduction in Naval personnel, approximately 50 per cent. of the cadets then serving at the College were retired.

This severe retrenchment, it was stated, had a very bad effect on the enrolment at the College, because parents, considering that uncertainty existed in connexion with a naval career, were naturally disinclined to permit their sons to enter.



At the present time only 44 boys are being trained at the College. This small number of cadets was considered to be disadvantageous to the boys themselves, particularly from the point of view of competitive study and recreation, as they are apt to become "stale" without association and competition with other boys.

Fifty-two of the Royal Australian Naval College cadets served with the Fleet during the war, and reports concerning them were exceptionally favorable; whilst at the various qualifying examinations at the British Naval Colleges the Australian cadets have more than held their own, and on one occasion five out of seven Jervis Bay boys secured the highest places.

The capital cost of the College amounts to £286,273, and the annual expenditure, excluding repairs and maintenance, has been—

Year.	Pay.	Contingencies.	Total.
	£	£	£
1912-13	6,067	10,078	16,085
1913-14	10,638	10,499	21,132
1914-15	13,837	18,394	32,231
1915-16	19,123	25,803	44,926
1916-17	20,780	24,684	45,464
1917-18	28,347	37,185	55,532
1918-19	31,050	30,922	61,972
1919-20	35,031	31,961	66,992
1920-21	44,560	36,692	82,252
1921-22	39,653	27,963	67,616
1922-23	35,427	25,284	60,711
1923-24	33,136	25,447	58,583

The personnel at present employed at the College totals 118, consisting of:—*Naval Staff*—Officers, 15; Petty Officers and Men, 96; *Civil Staff*—6 Masters and 1 Nursing Sister.

This staff, the Committee was informed, is the minimum which can be employed at the establishment without sacrificing efficiency; it could, however, deal with 80 cadets; and with two more masters and a few naval ratings it would be possible to take the full complement of 160.

The tender, H.M.A.S. *Franklin*, which had been attached to the College for the practical training of cadets, has been withdrawn, and this training is now dependent on occasional visits by such ships of the Royal Australian Navy as can be spared to call at Jervis Bay.

Although it was understood that railway communication with the New South Wales South Coast system at Bombaderry (Nowra), 25 miles distant, would be available when the College was established, such communication has not yet been effected, the New South Wales Parliamentary Standing Committee on Public Works having reported unfavorably on the project on two occasions. The lack of this communication has been reflected in the cost of maintaining the College, and the Commonwealth has had to incur expenditure on the acquisition of a location for a road and its construction to the point where it joins an existing main road. Requests that repairs should be effected to the section of the road from the end of that constructed by the Commonwealth to the nearest main road—a distance of about seven miles, which becomes almost impassable after heavy rains—have not been favorably received.

As attempts to obtain supplies locally had not been successful, the College purchases most of its stores in Sydney. Those of a bulky nature are sent by water, but perishable goods are forwarded by rail and road; and provision has been made for a motor lorry so that the College can undertake its own transport. Approval has recently been given for the erection of a bakery which, it is stated, will effect economy and provide better service. It is considered that if the College were not situated in such an isolated position, the cost of provisions would remain approximately the same, but a saving would be effected by a reduction in the victualling staff and in freight charges.

Owing to the lack of handling facilities all coal required by the College has to be delivered in bags, which add approximately £1 per ton to its cost. The Committee was informed that the expenditure of £2,000 to cover a slight alteration to the wharf and the installation of mechanical coal handling appliances would effect a saving of £1,500 per annum. Provision for this work has been made on the College Estimates for some years past, but it has not yet been approved.

During its visit the Committee was amazed at the totally inadequate and insanitary quarters occupied by some members of the civilian staff of the Naval College. The accommodation consists of hutments, which have been built piecemeal from scraps of secondhand material, and are neither rain nor wind proof. The occupants pay a rental of from 2s. to 4s. per month. Year after year officers at the College have brought this most unsatisfactory state of affairs under notice,



and medical officers have repeatedly reported that these hovels are unfit for habitation and should be burned. Although provision for cottages for these employees has been included by the Captain of the College on his Estimates of Expenditure for the past five years, it is only within the last few months that approval has been given for the erection of one cottage. It is proposed to allot this cottage to a man and his wife who have eight children and have been located in one of these huts since their arrival at the College on its establishment ten years ago.

#### ROYAL MILITARY COLLEGE.

One of the fundamental principles of Lord Kitchener's scheme for the creation of a Citizen Force for the defence of Australia, was the foundation of a college for the instruction of those officers who were to train the Australian Army. He realized that for an entirely citizen army, the training periods of which would be necessarily short, the provision of a highly-trained instructional staff was an absolute essential. He also recognized that Australian sentiment demanded that these instructors should be Australians trained in Australia.

The Royal Military College was accordingly established in 1911 at Duntroon in the Federal Capital Territory, with accommodation for 150 cadets. In order that every fit Australian boy, who was physically and mentally qualified, might have an opportunity of entering the College the Commonwealth Government undertook, as in the case of the Royal Australian Naval College, to bear the whole of the expense of the cadets admitted to the establishment. In this respect Jervis Bay and Duntroon differ from every similar institution in the Empire.

The general object of the College is to turn out well equipped instructors, who, with experience and further instruction, will be capable of becoming leaders of men.

Cadets enter Duntroon by a qualifying examination at the average age of 17, and, after passing through a four years' course, become Lieutenants at the age of 21 years. Members of the Permanent Forces over the age of 19 years may, however, be admitted to the College under certain conditions.

The following table shows the number of cadets admitted to the College each year since its establishment, together with the number who have graduated. When the College was opened the New Zealand Government agreed to send ten students annually, but, in 1922, owing to retrenchment in the Defence Forces of that country, this arrangement ceased. At first the New Zealand Government paid £200 per annum for each student sent to Duntroon, but later this amount was raised to £377 10s.

Year.	Number Admitted.			Number Graduated.		
	Commonwealth.	New Zealand.	Total.	Commonwealth.	New Zealand.	Total.
1911	32	10	42	..	..	..
1912	33	6	39	..	..	..
1913	31	3	34	..	..	..
1914	33	9	42	57	14	71
1915	35	10	45	31	3	34
1916	35	10	45	27	8	35
1917	33	10	43	18	..	18
1918	29	9	38	16	7	23
1919	18	1	19	29	11	40
1920	11	4	15	31	9	40
1921	9	..	9	26	8	34
1922	7	..	7	16	..	16
1923	10	..	10	10	..	10
1924	17	..	17	..	..	..
	333	72	405	261	60	321

The difference between the number admitted and the number graduated, plus those still in training, is due to normal wastage through sickness, withdrawals, &c.

During the war 2,650 persons in addition were put through courses at the College and the Officers' Training School (A.I.F.) at Duntroon under the supervision of the Royal Military College Staff.

Although the number of cadets undergoing training at Duntroon was not reduced during the Defence retrenchment of 1921-22, numbers of graduates, including some who had been sent abroad for additional training, were compulsorily retired, whilst others resigned voluntarily. This action was adversely reflected in the number of cadets offering for admission to the College, and difficulty was experienced in obtaining the required number of cadets.

The number of cadets at present in the College is 41, which is admitted to be insufficient to supply the needs of the Defence Forces, particularly as four graduates from Duntroon proceed each year to Point Cook to be further trained as officers of the Royal Australian Air Force.



One hundred and fifty-eight graduates from Duntroon served in the War, 42 being killed and 58 wounded. Reports concerning the work of these officers are unanimous in their praise. Lieutenant-General Sir H. G. Chauvel, in his report as Inspector-General of the Australian Military Forces, dated 31st May, 1923, states in this connexion:—

“ That the Duntroon establishment has already justified its existence there can be no shadow of doubt. To say that the 158 graduates who served in the late war had any bearing upon the 300,000 men who comprised the Australian Imperial Force would seem ridiculous, yet most, if not all, Divisional, Brigade, or Regimental Commanders will bear out my statement that this was so. The high ideals established at the College by the late General Bridges were a potent influence which made itself felt throughout. In peace the same influence is being gradually spread throughout the Citizen Forces to-day.”

This high opinion of the graduates of the College and the necessity for the maintenance of this establishment were repeated in evidence by General Chauvel, who was supported by Lieutenant-General Sir John Monash in the following words:—

“ As a soldier I regard the Naval and Military Colleges as the sheet anchor of the whole of our organization. In the 4th Brigade I had a considerable number of Duntroon graduates under my command; I took the whole of the second class from Duntroon with me, and they comprised a great portion of my officer force and acquitted themselves gloriously. Many of them reached senior rank. I know the supreme importance of maintaining educational establishments such as that at Duntroon, in order to provide the nucleus of trained leaders, without which no defence organization is possible. . . .”

“ It is the most essential thing; it is more essential than our Military Headquarters. If one of those two had to be sacrificed I would sooner sacrifice Military Headquarters.”

“ I say emphatically that if the College is destroyed, we destroy also what hope Australia now has of defending herself.”

by Major-General Sir Brudenell White as follows:—

“ The opinion I formed of them, and one that was confirmed by many of the senior officers, was that they were invaluable, and in most cases the backbone of their units.”

“ I look upon Duntroon so much as a foundation that I should place its expenditure almost before anything else.”

and by Professor Sir Edgeworth David, in these words:—

“ From the point of view of national defence and insurance, the sum expended on these two institutions is money well spent. It costs us something like £110,000 a year, £50,000 for Duntroon, and about £60,000 for Jervis Bay. In my judgment it is by no means an excessive amount for the training of men for the defence of this country, supposing we were seriously menaced at any time.”

The capital cost of the College amounts to £222,875. The annual expenditure, excluding repairs and maintenance, and the revenue derived by the College from the training of cadets for the New Zealand Government are shown in the following statement:—

Year.	Expenditure.			Revenue.
	Pay.	Contingencies.	Total.	
	£	£	£	£
1910-11 .. ..	3,331	8,334	11,665	..
1911-12 .. ..	8,027	21,430	29,457	2,367
1912-13 .. ..	10,756	28,957	39,713	3,157
1913-14 .. ..	15,051	34,005	49,056	3,947
1914-15 .. ..	15,161	33,060	48,221	3,749
1915-16 .. ..	14,115	32,242	46,357	4,079
1916-17 .. ..	14,248	35,264	49,512	4,662
1917-18 .. ..	15,873	39,589	55,462	6,465
1918-19 .. ..	15,585	43,476	59,061	12,420
1919-20 .. ..	17,067	42,761	59,828	9,524
1920-21 .. ..	20,086	49,645	69,731	7,124
1921-22 .. ..	19,619	39,870	59,489	3,132
1922-23 .. ..	13,181	26,827	40,008	1,087
1923-24 .. ..	13,209	26,283	39,492	..

The personnel at present employed at the College totals 80, made up as follows:—*Executive*, 2; *Administrative*, 3; *Instructional—Military*, 12; *Civil*, 4; and 59 engaged on general duties.



It was stated that this staff could not be further reduced without sacrificing efficiency ; it could, however, deal with 60 cadets. With an additional annual expenditure of £8,000, which would include the pay of two more lecturers and two more non-commissioned officers, 80 cadets could be trained ; or, with an increased grant of £15,000 per annum, 120 students could be taken.

#### COST OF TRAINING.

The Committee was informed that the cost of training each cadet for the financial year 1923-24, calculated on the number of cadets in training on 30th June, 1924, amounted to £1,331 at the Royal Australian Naval College and £955 at the Royal Military College, of which £121 and £150 respectively represented maintenance costs. It was estimated that if 160 boys were in residence at Jervis Bay the *per capita* cost would be reduced to £730 per annum, whilst a full complement at Duntroon, i.e., 150 cadets, would reduce the cost to less than £600 per head. In considering these figures, it must be borne in mind that the Australian Colleges have a particularly small entry, and that from the time of admission to graduation the cadets are clothed, maintained, and educated at the expense of the Government—conditions which do not apply at any similar institution in the world.

Inquiry by the Committee elicited the fact that, even if these establishments were not in existence, the Naval and Military personnel employed thereat for administrative and instructional purposes would, with one exception—the Captain of the Naval College—be immediately absorbed in the Naval and Military Forces of the Commonwealth. In neither case are members of the staff, other than the civil instructors, regarded as permanently engaged on their present duties. The officers and men at the Naval College are liable to be transferred to a ship at any time, and the officers and men at the Military College are members of the Australian Permanent Forces on duty at that establishment.

Whilst referring to this phase of its inquiry, the Committee desires to bring under notice the varying form in which the Estimates of Expenditure for the different activities of the Department of Defence are submitted to Parliament. Taking the Estimates for the financial year 1923-24 as an example :—

Divisions No. 59 and 60—Royal Australian Naval College and Boys' Training Ship respectively—include the pay of the whole of the Naval and Civil staff employed. Under Division No. 65—Naval Establishments—there appear lists of naval personnel headed, e.g., "For duty at Naval Establishments, Sydney," "For general duty at Flinders Naval Dépôt," &c., accompanied by the explanation :—"The following officers and men (Sea-going) are also borne for duty, but are included for pay under Division No. 56 Permanent Naval Forces (Sea-going). Rates of pay and allowances as prescribed in Financial Regulations." Division No. 70—Royal Military College—includes only the pay of the civil and executive officers ; the pay of the military staff being included in Division No. 69—Permanent Forces. The Commandant is borne as a member of the Australian Staff Corps, whilst the pay of other officers and men is shown under their respective units, such as Royal Australian Artillery or Royal Australian Engineers.

When the Committee inquired the reason for the different treatment of the Colleges, it was informed that in adopting the present form for the Estimates the practice of the British Parliament had been followed.

#### ALTERNATIVE PROPOSITIONS.

During the course of its inquiry the Committee learned that several alternative schemes, which, it was thought, might reduce the cost of these Colleges, had been considered, and that a special Committee, comprising Professor Sir T. W. E. David, Major-General Sir C. B. B. White, and Captain G. F. Hyde, had been appointed by the Government to report upon these Colleges with a view to ascertaining whether the cost of training cadets could be reduced. (The Report of this special Committee, dated 6th July, 1923, was laid on the Table of the Senate on the 7th August, 1924, and was presented to the House of Representatives on the 13th August, 1924.)

The principal propositions which have been considered have been :—

(a) amalgamation of the two Colleges.

This was not regarded as a practicable suggestion, and would, moreover, entail considerable capital expenditure.

(b) admission of paying students.

If the actual cost of education and maintenance were to be charged, it was considered that very few students would be forthcoming, and that unless a substantial fee were imposed the annual appropriation necessary for the establishments would not be materially reduced. At the Royal Military College at Kingston, in Canada, the system of training cadets for civil life as well as for the military profession has been adopted with success, but appointments in various Government departments, other than Defence, are also offered to graduates from this College.



## (c) combination of University and Military Training.

If Duntroon were closed, one alternative would be to take advantage of the facilities offered by the various Universities, where the first two years of training might be effected. To complete the military training, however, it would be necessary to have an establishment convenient to one of the Universities, together with a suitable ground for manoeuvres and practical training. This scheme would necessitate payment by the Commonwealth Government of the University fees and provision for the maintenance of each student, and involve a loss of some of the capital expenditure already incurred at Duntroon.

## (d) training of officers required for service in the Mandated Territories.

It was suggested that a quasi-military training would be beneficial in the case of young men proceeding to take up appointments in the Mandated Territories, and for this purpose Duntroon was thought to offer special facilities.

## (e) training officers for the Mercantile Marine at Jervis Bay.

At first glance this appeared to be a solution so far as the Royal Australian Naval College was concerned. The Committee was informed that those boys who had entered the Mercantile Marine after the retrenchment at the College had been favorably commented on; but, owing to the number of ships laid up, the companies had difficulty in finding berths for their own apprentices and for the officers and engineers available.

## COMMITTEE'S OBSERVATIONS AND RECOMMENDATIONS.

Already during the brief term of their existence the prestige of the Royal Australian Naval College and the Royal Military College has been well established, not only in Australia but throughout the Empire, and the reputation won by the graduates, particularly during the War, has gained for these institutions a place in Australia's history.

As a result of its investigations the Committee is convinced that these establishments are essential adjuncts to the defence of Australia.

Having regard to the small number of cadets at present being trained, the Committee is of opinion that the colleges are being conducted efficiently and as economically as present circumstances permit. It must be remembered that if these institutions are to be maintained certain overhead expenses have to be met, and the annual cost of training each student naturally varies according to the number being trained. The entire cost of their upkeep represents less than 3 per cent. of the total Defence expenditure.

Evidence was strongly in favor of these Establishments being kept, if possible, purely for the purpose for which they were originally intended. The Committee, however, recognizes that in these establishments the Commonwealth has valuable assets, which could be utilized, not only for the training of those who will eventually lead its Naval, Military, and Air Forces, but for turning out well-educated youths who will be able to serve their country in civilian life. It is considered, therefore, that attention should be devoted to the question of obtaining the best possible value for the money being expended on these Colleges. The admission of paying students would not materially reduce the annual cost, unless the fees were unduly high, and would, moreover, mean a radical departure from the principles upon which the Colleges have been founded.

After considering many alternatives the Committee is of opinion that the best results would be achieved by admitting annually more students than the number of graduates estimated to be required for the Services—even at present it is admitted that the number of boys being accepted is less than requirements—and, whilst regarding each of these students as potential Naval, Military or Air Officers, the final selection would depend upon aptitude displayed and progress made throughout their course, as well as by a final qualifying examination. The greater number of boys thus admitted would overcome the present well-founded objection to the segregation of small numbers of lads, and stimulate healthy rivalry both in study and sport. Such a system would give the authorities a wider field for final selection, and enable a boy's natural inclination to manifest itself.

In the case of students not selected for a naval or military career, but who are nevertheless anxious to follow avenues of similar interest, the Citizen Forces would afford the opportunity to make use of the training they had received.

For those who are desirous of following other professions, it might be mentioned that the Australian Universities recognize a graduate from the Naval College as having reached matriculation standard in the subjects taught at the College, whilst the work at the Military College is regarded in certain respects as equivalent to that done at the Universities, e.g., the University of Sydney accepts the training received at Duntroon as equivalent to its third year engineering course.



The Committee was informed that 80 boys represented the best number for training at these establishments as at present constituted, and it therefore recommends that the number of cadets in residence should be brought up to that number as early as possible, in order that a trial be given to the system outlined.

Should it be decided, however, not to increase the number of entrants to the Royal Military College at Duntroon, the Committee is of opinion that a saving might be effected by taking advantage of the facilities offered by existing Universities for education in civil subjects, and carrying out the military training at an appropriate establishment convenient to such an institution. Experience alone would determine whether efficiency would be affected by the adoption of such a course.

From the evidence tendered and observations made, the Committee is of opinion that an increased number of boys should be admitted annually to the Naval College from the training ship *Tingira*, provided they comply with the prescribed conditions.

The Committee considers that the Estimates of Expenditure for the various activities of the Defence Department should be submitted to Parliament in a uniform manner, and recommends that the pay of those officers, petty officers, and men of the Permanent Naval Forces who are detailed for temporary duty at the Royal Australian Naval College should be included under the Division of the Estimates providing for the pay of the Permanent Naval Forces, with explanatory notes to indicate that they are employed at the College.

The Committee is of opinion that when future appointments to the Naval Staff of the Royal Australian Naval College are being considered, such appointments should be made from the personnel of the Royal Australian Navy.

During its investigation the Committee elicited the information that the salaries provided for the professors and masters at these Colleges compare unfavorably with those paid for similar services in other educational establishments, and that anomalies exist amongst the civil staff concerning the participation in superannuation benefits. The Committee recommends that these questions should receive early and sympathetic consideration.

In view of the fact that the Commonwealth has voted large sums of money to be spent by the States on road construction, the Committee is of opinion that, as the Commonwealth had grounds for believing that the railway line would be extended from Nowra, and as the State of New South Wales derives advantages from the location of the Naval College at Jervis Bay, a request that the road of approach should be put into a proper state of repair is not unreasonable. The Committee therefore recommends that it be suggested to the State Government of New South Wales that this road might be included amongst those to receive the benefit of the Commonwealth grant.

#### REPAIR AND MAINTENANCE OF COMMONWEALTH PROPERTIES.

During its inspections, not only of the Naval and Military Colleges, but of Commonwealth properties generally, the Committee has been surprised by the lack of attention given to the proper maintenance of valuable works and buildings. The explanation always offered is that of insufficient funds, and it was ascertained that the amount placed on the Estimates annually for "Repairs and Maintenance" has invariably been much less than the sum asked for by the responsible works officials, and that, notwithstanding the increasing number of public buildings, the amount provided for this very necessary purpose has not advanced in proportion. Although minor repairs of an urgent character may be undertaken by the officers in charge of various establishments, such as these Colleges, any work necessitating an expenditure of more than £2 on any one item must be referred to the local Works Director. It was stated that after long practical experience this system had been found to be the most satisfactory and economical arrangement.

The Committee is of opinion that greater attention should be paid to the proper maintenance of Commonwealth properties, and that necessary repairs should be effected without delay.

The hutments occupied by the civilian staff at Jervis Bay, and depicted in this Report, are a disgrace to the Commonwealth. It is recommended that suitable civilian quarters be erected immediately.

J. E. FENTON,  
Vice-Chairman.

Office of the Joint Committee of Public Accounts,  
Federal Parliament House,  
Melbourne, 15th August, 1924.



## MINORITY RECOMMENDATION.

Owing to the increasing tendency towards peaceful operations internationally and reductions in military and naval votes throughout the world, and, further, as the requirements of the Australian Military Forces for staff officers number only twelve per annum, I consider that an appropriation of the amount required to continue the activities of the Royal Military College at Duntroon (approximately £40,000 per annum) is not warranted under present circumstances. I am of opinion that the alternative proposal to utilize the facilities available at the Universities for educational purposes, and to give such technical military training as is necessary at the barracks or other permanent land defence establishments, will adequately and satisfactorily meet the requirements.

N. J. O. MAKIN.

Melbourne,  
15th August, 1924.

---



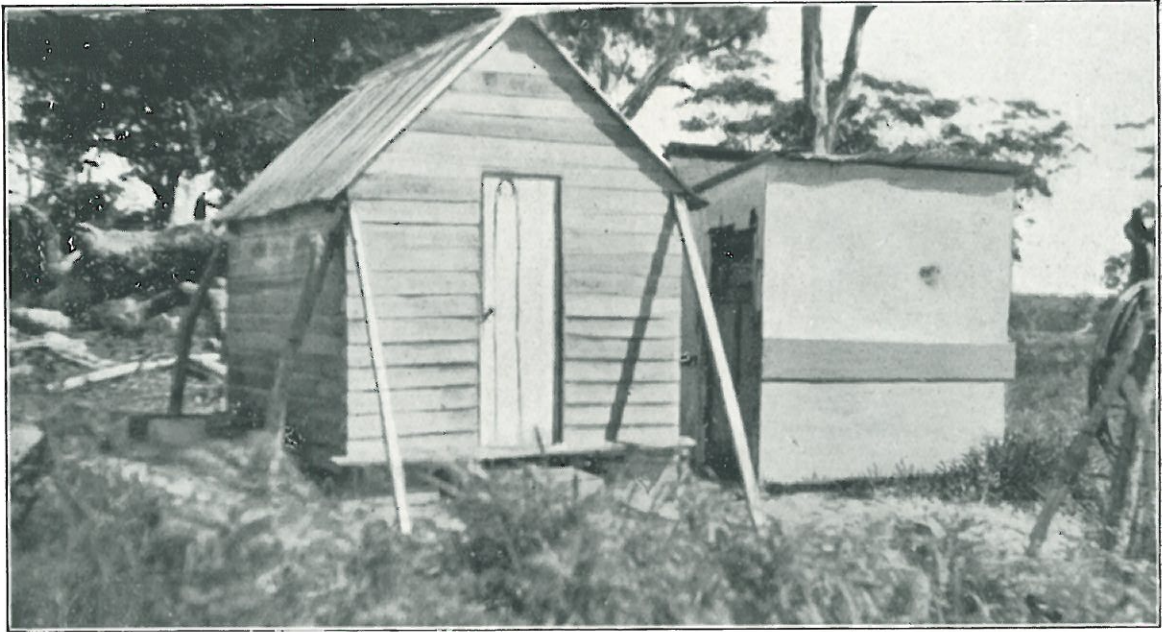
MINORITY RECOMMENDATION

...to the increasing tendency towards peaceful operations internationally and reductions in military and naval forces throughout the world and further as the requirements of the Royal Military Forces for staff officers number only twelve per annum. I consider that an appropriation of the amount required to continue the activities of the Royal Military College at Sandhurst (approximately £40,000 per annum) is not warranted under present circumstances. I am of opinion that the alternative proposal to utilize the facilities available at the barracks for other purposes and to give such technical military training as is necessary at the barracks to other personnel and defence establishments will adequately and satisfactorily meet the requirements.

N. A. O. MAKIN.

Melbourne,  
15th August, 1931.





Some of the Civilian Quarters at the Royal Australian Naval College which have been adversely commented upon by the Joint Committee of Public Accounts.—See pages 5 and 10 of Report.

Printed and Published for the GOVERNMENT of the COMMONWEALTH of AUSTRALIA by H. J. GREEN, Government Printer for the State of Victoria.