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**COPY No. 32**

# **COMMONWEALTH WAR BOOK**

**SUMMARY OF IMPORTANT ACTION  
TO BE TAKEN BY GOVERNMENT DEPARTMENTS**

DEPARTMENT OF DEFENCE  
MELBOURNE  
*October, 1956*

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**COMMONWEALTH WAR BOOK**

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## PREFACE

The purpose of the War Book is to facilitate the transition from peace to war, by setting down the administrative actions that will be taken in the early stages of a war emergency; indicating which Department or other Authority is responsible for action laid down in each field; and so enabling preparations to be made in advance of war, including the drafting of initial control regulations and orders.

2. Several main principles have been embodied in the War Book:

- (i) so far as possible, the maximum use is to be made of existing administrative organizations;
- (ii) all measures envisage that there will be the greatest possible economy in the use of administrative manpower;
- (iii) the plans have sought to achieve a clear allocation of responsibilities for functions;
- (iv) interdepartmental or other consultative committees should be confined, so far as is possible, to the development of agreement on policy. Departments are not restricted in their use of committees for co-ordinating or establishing lines of policy; but as a general rule committees should not be used for executive purposes.

3. The arrangements outlined in the War Book will be kept under periodical review in the light of changing circumstances.

4. The Commonwealth War Book does not purport to describe all the administrative arrangements that may be required in the course of a war. The actions set down are confined to those that will be taken in the early stages of a war emergency.

5. Military and security measures and steps required by international laws and obligations are set out in some detail in Chapters II to XV of the War Book. Each of these chapters consists of two parts, Part I, Precautionary Stage, printed on the left-hand pages; and Part II, War Stage, printed on the right-hand pages.

6. The functions which civil Departments will assume upon the outbreak of war are described in the last chapter, and responsibilities allocated to specific fields, but only to the extent that is necessary to enable preparations to be made before war, and the initial steps to be taken when a serious threat of war develops, and in the first months of war. Subsequent developments will depend upon the course that is taken by events.

7. For brevity the practice has been adopted throughout of referring to Commonwealth and State Departments and other authorities as exercising certain functions. It is, however, to be understood in all these cases that the Minister in charge of the Department, and the Government as a whole, are finally responsible for all activities to be undertaken.

8. Commonwealth and State Departments and instrumentalities will arrange for the preparation of draft legislation and regulations, and will develop detailed plans for action that should be taken within their respective fields of responsibility. Departments and instrumentalities will also examine the problems that are likely to arise during the course of a war in their respective fields, and will consider ways of dealing with these problems. These preparatory measures, and studies of wartime problems, will be developed in consultation with the War Book Officer of the Department of Defence, and in accordance with the general principles laid down in the War Book.

9. The general measures described in the War Book fall into two main classes: those that are approved in advance, so that they shall be done as far as possible automatically, without further reference to higher authority; and those that must be referred to Cabinet when there is a threat of war, during the Precautionary Stage, or after the outbreak of war, for approval or for consideration of the details of the action that is proposed.

10. Except where otherwise indicated, the various measures and administrative arrangements set out in Chapter XVI (Emergency Measures Affecting the Civilian Economy) are subject to Cabinet approval at the time.

11. Certain measures may have to be taken before the institution of the Precautionary Stage. These measures, which naturally include the action taken to institute the Precautionary Stage, are distinguished throughout the War Book by being printed in italics.

12. Some of these measures require Cabinet decision, and these are listed in Schedule 1 of Appendix "A". The remaining measures printed in italics do not require Cabinet decision and are taken when there is a threat of war, on the initiative of the Departments concerned.

13. Schedule II of Appendix "A" lists the principal measures which would automatically be brought into operation during the course of the Precautionary Stage.

14. Schedule III of Appendix "A" lists the measures requiring separate Cabinet decisions and which are *not* brought into operation automatically by the formal institution of the Precautionary Stage.

15. Telegrams from the Commonwealth Relations Office relating to the institution of precautionary and war measures by Her Majesty's Government in the United Kingdom are intended solely for the information of the Government, and call for no action in Australia except in cases where Departments or authorities act as agents for Her Majesty's Government in the United Kingdom. In other cases where co-operation is requested it can only be provided if and when the corresponding measures are approved by the Commonwealth Government. In certain cases these telegrams will be circulated for the information of Departments concerned.

16. Full details of these telegrams are contained in O.D.C. (49) 32 (Final) of 21st June, 1949, copies of which are held by the Prime Minister's and Defence Departments. A list of the telegrams with their meanings is given in Appendix "B". As all acknowledgments to the Commonwealth Relations Office will be communicated by the Prime Minister's Department, references to acknowledgments and the code words used are not shown in the Appendix.

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**COMMONWEALTH WAR BOOK**

**CHAPTER I**

**GENERAL MACHINERY OF GOVERNMENT**

## COMMONWEALTH WAR BOOK

### CHAPTER I—GENERAL MACHINERY OF GOVERNMENT

This Chapter contains a brief description of the higher organization of Government in war, and of the major changes in present departmental responsibilities which will be made on the outbreak of war.

#### WAR CABINET

In war, as in times of peace, Cabinet will determine general questions of Government policy, but a small War Cabinet will be set up to undertake the executive control of the war effort. Within the general framework of Government policy as determined by Cabinet, War Cabinet will deal with all the larger issues relating to the conduct of the war, including the organization of the home front as well as the operations of the Services.

#### COMMITTEES OF CABINET

Committees of Cabinet status will be set up, as necessary, to deal with particular aspects of wartime policy and administration. In general, Committees will be established only in cases where a specific programme of work in a particular field exists, and where it is desirable that War Cabinet should be relieved from the responsibility for the detailed supervision of such a programme. It is envisaged that one such Committee will be established to deal with problems of mobilization on the home front, including the imposition of controls and the re-organization of industry to facilitate the transfer of resources for war purposes.

Whenever Cabinet is referred to in the War Book, it is implied that particular matters will be dealt with by Cabinet, War Cabinet or Cabinet Committees, as may be appropriate in each case.

#### WAR RESOURCES BOARD

To advise Cabinet on the allocation of resources a War Resources Board will be established which will review all important claims, both defence and civilian, upon the nation's manpower and other resources, and will submit periodical reports to War Cabinet upon the best allocation of the resources that are available as between the major sectors of the war economy. It will also keep under close review, and report to the Government upon, the progress of defence, industrial and civilian mobilization of resources. The composition of the Board will be determined by the Government in accordance with its assessment of need and may comprise both official and non-official members.

#### CONCENTRATION OF AUTHORITY

As a first principle in War Book planning, one authority has been designated as responsible for each major administrative function. For example, the main responsibility for dealing with each particular industry will be vested in the appropriate Department. It will be the duty of that Department to consult with all other interested Departments before making decisions in connexion with an industry.

The formulation and administration of policy on certain matters of domestic concern will sometimes have important implications or effects upon Australian relations with Allied and neutral countries. This would apply particularly in relation to control of Aliens and Economic Warfare, but the question may also arise incidentally in other fields. This aspect would be of special importance in a "limited" war in which some of the lesser powers in South or South-East Asia were not immediately involved and remained neutral. Departments should therefore consult the Department of External Affairs when matters of policy or administration for which they are responsible, have, or may have, external or international aspects.

#### DECENTRALIZATION TO STATES

Having regard to the federal division of the functions of government, and the desirability of decentralizing administrative action, the tasks of war administration will be shared by the Commonwealth and State Governments wherever this is practical and appropriate. The existing machinery of the Premiers' Conference and the Loan Council will provide the main framework for this co-operation, and will be supplemented by special bodies at the Ministerial and official level as may be appropriate. In all cases when new or additional functions are required, which cannot efficiently be administered within the framework of an existing Commonwealth Department, reference should be made to State Governments to

discover whether the functions could be administered through their agency. Where provision is made for administration of specific functions in wartime by the States, the War Book shall be sufficient authority for planning discussions in peacetime with appropriate State Departments. Commonwealth Departments should keep their Ministers apprised of such discussions, and no firm commitments should be entered into without reference to Cabinet.

RELIANCE ON  
EXISTING  
DEPARTMENTS  
AND AUTHORITIES

As far as possible, the Commonwealth's organization for war administration will be based on the Departments already existing, most of which will be required to undertake functions additional to, but developing out of, those already discharged in peacetime. However, certain wartime functions of government require the establishment of new authorities. Responsibility for planning the development of these new authorities is given to certain existing Departments; and in wartime the new organization will, at least in the beginning, be attached to these Departments and share their administrative services, though they may operate as distinct organizations.

NEW  
AUTHORITIES

The War Book indicates the additional powers and functions which will be assumed by Defence and civilian Departments upon the outbreak of war, and provides for the setting up of the following major new authorities:

- (i) a Censorship Authority;
- (ii) a Civilian Requirements Authority, to be attached initially to the Department of Trade;
- (iii) a Prices Authority, to be attached initially to the Department of Trade;
- (iv) a Building Control Authority, to be attached initially to the Department of Works.





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**COMMONWEALTH WAR BOOK**

**CHAPTER II**

**GENERAL**

**SUMMARY OF IMPORTANT ACTION  
TO BE TAKEN BY GOVERNMENT DEPARTMENTS**

(Immediate measures to be initiated before the formal introduction of the  
Precautionary Stage are shown in italics)

**PART I — PRECAUTIONARY STAGE**

**CHAPTER II — GENERAL**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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**1. REVIEW OF WAR BOOK MEASURES**

<p><b>When there is a threat of war—</b> <b>THE SECRETARY, DEPARTMENT OF DEFENCE—</b></p> <p>(i) <i>Arranges for the Defence Committee, in consultation with Permanent Heads of Departments concerned, and the Director-General of Security,</i></p> <p>(a) <i>to consider whether, and if so, to what extent, the action recorded in the War Book should be modified to meet the particular circumstances of the situation.</i></p> <p>(b) <i>to review and amend, as necessary, the list of principal measures which will have to be taken on the threat of war (Appendix "A", Schedule I) with a view to their submission to the Cabinet.</i></p> <p>(ii) <i>At the direction of the Minister for Defence requests the Secretary, Prime Minister's Department to consult the Prime Minister regarding the calling of a meeting of Cabinet and to take any necessary action in that connection.</i></p> <p>(iii) <i>Arranges for the Minister for Defence to submit the conclusions of the Defence Committee to the Cabinet.</i></p> <p>(iv) <i>Arranges for the attendance of the Chiefs of Staff at the meeting of the Cabinet.</i></p>	<p><b>PRIME MINISTER'S DEPARTMENT—</b></p> <p>(i) <i>Inform the Secretary, Department of Defence immediately upon receipt of the "Stand-by" telegram from the United Kingdom, and forward a copy of the telegram to the Departments of Defence, Navy, Army, Air, Supply, Defence Production, External Affairs, and the Director-General of Security.</i></p> <p>(ii) <i>Communicate to all Departments, to the Premiers of all State Governments, and to the Director-General of Security the decisions of the Cabinet as to the recommendations of the Defence Committee arising out of a threat of war.</i></p> <p>(iii) <i>Upon receipt of the "Cancel Stand-by" telegram inform the Secretary, Department of Defence and forward copies of the telegram to the above authorities.</i></p> <p><b>ALL DEPARTMENTS AND ALL STATE GOVERNMENTS—</b></p> <p><i>On being notified by the Prime Minister's Department of the decisions of the Cabinet as to the recommendations of the Defence Committee arising out of the existence of a threat of war, review departmental and State war books and any war instructions issued departmentally or by the State Governments and modify them as necessary in the light of the Cabinet decisions. Take such action as is laid down in the Commonwealth War Book as being required on the threat of war subject to the decisions of the Cabinet.</i></p>	<p>The "Stand-by" telegram from the United Kingdom is sent when foreign relations have become seriously strained and Her Majesty's Government in the United Kingdom have set in movement unobtrusive preparation against the outbreak of war (see Appendix "B").</p>
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**2. EMERGENCY POWERS**

It is intended again to rely upon a National Security Act for investing the necessary emergency powers of the Commonwealth Government. National Security Regulations will be made at the instance of the Minister for Defence. Other regulations which will be required are indicated in the relevant chapters of this book and their promulgation when necessary will be the responsibility of the Ministers concerned.

2. A draft National Security Bill and draft National Security (General) Regulations are held in the Department of Defence.

3. Pending the passing of the National Security Act, all steps required in an emergency for which special legislative authority is necessary, will be carried out under Section 63(1)(f) of the Defence Act.

4. Cabinet approval of emergency action requiring special legislative authority before the National Security Act is passed, will cover also taking the required powers by regulation under Section 63(1)(f) of the Defence Act, 1903-1953.

5. While this section of the Defence Act is adequate as a temporary measure, for the emergency action contemplated under the War Book, which is listed in Appendix "A", it is not suitable as authority for long term legislation for war purposes. It is, therefore, desirable for the National Security Act and the National Security (General) Regulations to become law immediately after the commencement of the precautionary stage, and it is essential for them to be in force immediately after the outbreak of war.

6. Upon the commencement of the precautionary stage the Minister for Defence will, therefore, seek the approval of Cabinet to his introducing the National Security Bill in Parliament and making the National Security (General) Regulations, during the currency of that stage, or alternatively, immediately after the outbreak of war. If no decision as to the introduction of the Bill has been made before the outbreak of war, the Minister for Defence will raise these questions with Cabinet immediately war breaks out.

7. Departments which have initiated regulations under the Defence Act are to arrange forthwith for superseding regulations to be made under the National Security Act.

<p><b>DEPARTMENT OF DEFENCE—</b></p> <p>Arrange for the Minister for Defence to seek the approval of the Cabinet as in paragraph 6 above, and for subsequent action to comply with the decisions of the Cabinet.</p>	<p><b>PRIME MINISTER'S DEPARTMENT—</b></p> <p>(i) <i>Inform all Departments, the Premiers of all State Governments and the Director-General of Security of the decisions of the Cabinet in regard to the National Security Bill and National Security (General) Regulations.</i></p>
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**PART II — WAR STAGE**  
**CHAPTER II — GENERAL**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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**1. REVIEW OF WAR BOOK MEASURES**

**In the event of a sudden outbreak  
of hostilities—**

**THE SECRETARY,  
DEPARTMENT OF DEFENCE  
AND THE SECRETARY,  
PRIME MINISTER'S  
DEPARTMENT—**

Take action as in Part I, appropriate to the circumstances.

**ALL DEPARTMENTS AND ALL  
STATE GOVERNMENTS—**

Modify their departmental and State War Books and any War Instructions issued departmentally or by the State Governments in the light of Cabinet decisions. Take such action as is laid down in the Commonwealth War Book as being required on the outbreak of war subject to the decisions of the Cabinet concerning those measures included in Appendix "A".

**2. EMERGENCY POWERS**

**DEPARTMENT OF DEFENCE—**

(i) If Cabinet approval to the introduction of the National Security Bill to Parliament and the making of the National Security (General) Regulations has not already been obtained, arrange for it to be sought by the Minister for Defence.

(ii) Take action as necessary to comply with the decisions of the Cabinet relating to the War Stage.

**PRIME MINISTER'S  
DEPARTMENT—**

Action as in Part I as appropriate.

**PART I — PRECAUTIONARY STAGE****CHAPTER II — GENERAL—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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**2. EMERGENCY POWERS—(continued)**

	<p>(ii) Forward copies of the "Defence Act" Telegram when received from the United Kingdom to the Departments of Defence, Navy, Army, Air and the Attorney-General's Department.</p> <p>(iii) Forward copies of the approved National Security (General) Regulations to all State Governments, Commonwealth Departments and the Director-General of Security as soon as available.</p> <p>(iv) Cause a public announcement to be issued by the Prime Minister regarding the introduction of the National Security (General) Regulations and other emergency regulations immediately necessary.</p> <p><b>ATTORNEY-GENERAL'S DEPARTMENT—</b></p> <p>Forward copies of the National Security Act to all Departments and State Governments and to the Director-General of Security.</p>	
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**3. GENERAL ACTION BY ALL DEPARTMENTS WHEN THERE IS A THREAT OF WAR****(A) DUTY OFFICERS****ALL DEPARTMENTS—**

*Make the necessary arrangements in regard to the appointment of Duty Officers to deal with urgent messages received outside normal office hours.*

The actual arrangements in regard to Duty Officers is a question for each Department to decide in its own case, but where Departments have important duties in connection with the War Book, it is desirable that a responsible officer should be available at the office at all times.

**(B) WARNING AS TO SECRECY****ALL DEPARTMENTS—**

*Warn staffs concerned of the necessity of maintaining all proper secrecy in regard to precautionary measures. Call their attention to the Crimes Act.*

**ALL STATE GOVERNMENTS—**

*Will arrange for similar warning to be issued to the staffs of State Departments as necessary.*

**(C) ADDITIONAL PREMISES REQUIRED FOR WAR PURPOSES****DEPARTMENTS OF INTERIOR AND WORKS—**

*Make the necessary arrangements for the provision of additional premises as required by Departments.*

**ALL DEPARTMENTS REQUIRING ADDITIONAL PREMISES—**

*Confirm their requirements with the Departments of the Interior and Works as appropriate.*

All hirings are the responsibility of the Department of the Interior and building is the responsibility of the Department of Works. Departments will in peacetime lodge lists of additional premises required for war purposes with the Department of the Interior and/or the Department of Works and keep them amended from time to time if necessary.

**PART II — WAR STAGE**  
**CHAPTER II — GENERAL—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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**2. EMERGENCY POWERS—(continued)**

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**3. GENERAL ACTION BY ALL DEPARTMENTS WHEN THERE IS A THREAT OF WAR**

(A) DUTY OFFICERS

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(B) WARNING AS TO SECRECY

ALL DEPARTMENTS—

Warn staffs concerned of the necessity of maintaining secrecy as regards war matters. Call their attention to the Crimes Act.

ALL STATE GOVERNMENTS—

Will arrange for similar warning to be issued to the staffs of State Departments as necessary.

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(C) ADDITIONAL PREMISES REQUIRED FOR WAR PURPOSES

Action as in Part I, if not already taken.

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**PART I—PRECAUTIONARY STAGE**  
**CHAPTER II—GENERAL—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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**4. INSTITUTION OF THE PRECAUTIONARY STAGE**

**(A) PREPARATION FOR THE INSTITUTION OF THE PRECAUTIONARY STAGE**

**THE MINISTER FOR  
EXTERNAL AFFAIRS—**

*When he considers there is danger of our relations with any Power(s) becoming seriously strained, makes a formal communication to that effect to the Cabinet.*

**DEPARTMENT OF  
EXTERNAL AFFAIRS—**

*Inform the Permanent Heads of the Departments of Defence, Navy, Army, Air, Supply, Labour and National Service, Defence Production, Shipping and Transport, Attorney-General's, Trade, Customs and Excise, Territories, Interior, the Treasury, Civil Aviation, and the Prime Minister's and Postmaster-General's Departments and the Director-General of Security of the intention of the Minister for External Affairs to warn the Cabinet.*

**If the immediate institution of the Precautionary Stage is thought to be necessary from the point of view of the armed forces—**

**THE SECRETARY,  
DEPARTMENT OF DEFENCE—**

(i) *After consultation with the Defence Committee, arranges for the Minister for Defence to raise the question with the Cabinet, at the same time informing the Cabinet as in Column (2).*

(ii) *Arranges for the attendance of the Chiefs of Staff at the meeting of the Cabinet.*

(iii) *Informs the Permanent Heads of the Departments mentioned above and the Director-General of Security of the intention of the Minister for Defence to raise with the Cabinet the question of instituting the precautionary stage.*

**DEPARTMENT OF DEFENCE—**

On receipt of information that the Minister for External Affairs intends to warn the Cabinet—

(i) *Arrange for the Minister for Defence to inform the Cabinet—*

(a) *what principal measures would automatically be brought into operation during the course of the Precautionary Stage.*

(b) *what supplementary decisions by the Cabinet will still be required concerning those measures included in Appendix "A".*

(ii) *Arrange for the attendance of the Chiefs of Staff at the meeting of the Cabinet.*

The institution of the Precautionary Stage will be a matter for decision by the Cabinet. In a sudden emergency, however, the Departments of Defence, Navy, Army and Air will take such immediate steps as they deem to be necessary.

**(B) RECEIPT OF THE "GENERAL WARNING" TELEGRAM FROM THE UNITED KINGDOM OR OTHER DOMINION**

**THE SECRETARY, PRIME  
MINISTER'S DEPARTMENT—**

**On receipt of a "General Warning" Telegram from the United Kingdom or other Dominion advising that they have adopted the precautionary stage—**

(i) *Advises the Ministers and Permanent Heads of the Departments mentioned in Section 4(A) of the receipt of the "General Warning" Telegram and of the intention to arrange for a meeting of the Cabinet.*

(ii) *Makes the necessary arrangements for a meeting of the Cabinet to consider the action of the Commonwealth Government in view of the receipt of the "General Warning" telegram from the United Kingdom or other Dominion.*

(iii) *On receipt of the "Cancel General Warning" telegram from the United Kingdom or other Dominion advises Ministers and Permanent Heads as above.*

**DEPARTMENT OF DEFENCE—**

On being informed of the receipt of the "General Warning" Telegram from the United Kingdom or other Dominion and of the intention of the Secretary, Prime Minister's Department, to arrange for a meeting of the Cabinet.

*Act as in Section 4(A), Column 2.*

Unless received after the institution of the Precautionary Stage in Australia, it will be necessary for the receipt of a "General Warning" Telegram from the United Kingdom or other Dominion to be considered by the Cabinet. No further action will be required except in cases where Commonwealth Departments act as agents for the Government/s concerned.

In the event of the "Local Warning" telegram being received from the United Kingdom before the "General Warning" telegram, the Secretary, Prime Minister's Department will inform Ministers and Permanent Heads of Departments as indicated in column (1) but will not arrange for a special meeting of the Cabinet unless requested to do so by the Prime Minister.

**PART II — WAR STAGE**  
**CHAPTER II — GENERAL—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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**4. INSTITUTION OF THE PRECAUTIONARY STAGE**

(A) PREPARATION FOR THE INSTITUTION OF THE PRECAUTIONARY STAGE

(B) RECEIPT OF THE "GENERAL WARNING" TELEGRAM FROM THE UNITED KINGDOM OR OTHER DOMINION

**PART I — PRECAUTIONARY STAGE**  
**CHAPTER II — GENERAL—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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**4. INSTITUTION OF THE PRECAUTIONARY STAGE—(continued)**

(C) NOTIFICATION TO COMMONWEALTH DEPARTMENTS AND STATE GOVERNMENTS, ETC.

**If it is decided that the Precautionary Stage is to be instituted—**

**PRIME MINISTER'S DEPARTMENT—**

(i) Communicate this decision, together with the Cabinet's decisions in regard to the measures included in Appendix "A" to all members of the Cabinet, the Permanent Heads of all Departments and the Premiers of all State Governments.

(ii) Arrange for the approval and gazettal of a Proclamation of the danger of war.

(iii) Arrange for the approval and gazettal of a Proclamation calling out the Citizen Forces.

**ALL DEPARTMENTS AND ALL STATE GOVERNMENTS—**

Take such action as is laid down in the Commonwealth War Book to institute the Precautionary Stage, subject to the decisions of the Cabinet concerning those measures included in Appendix "A".

All communications referred to in this section should be acknowledged. A form of acknowledgment already prepared for signature by the Ministers or Departments concerned will be sent with the communications.

The Proclamation calling out the Citizen Forces and the proclamation of the danger of war will be made under the Defence Act 1903-1953.

These proclamations are an essential preliminary to calling out the Citizen Forces, certain of which must be called out when the precautionary stage is instituted.

The Premiers of all State Governments will arrange for their State Departments to be informed of the institution of the Precautionary Stage and the Cabinet's decisions in regard to the measures included in Appendix "A".

(D) MACHINERY FOR THE SUPREME CONTROL IN THE EVENT OF WAR

**When it is decided to institute the Precautionary Stage—**

**THE SECRETARY, DEPARTMENT OF DEFENCE—**

Arranges for the Minister for Defence to raise with the Prime Minister the question of the machinery for the supreme control in the event of war.

(E) DESPATCH OF WARNING TELEGRAMS

**When it is decided to institute the Precautionary Stage warning telegrams are despatched as follows:—**

(a) Department of the Navy to Flag Officer Command H.M.A. Fleet, the Commanding Officers of detached ships and shore establishments and other officers as necessary.

(b) Department of the Army to General Officers Commanding Commands and Commandants of Military Districts.

(c) Department of Air to Air Officers of Commands.

(d) Department of Defence to Defence representatives overseas and United Kingdom and New Zealand liaison staffs at Melbourne.

(e) Prime Minister's Department to the High Commissioner, London, and the Commonwealth Relations Office, London.

(f) Department of External Affairs to all other Dominions, to the High Commissioners, Canada, New Zealand, South Africa, Ceylon, India and Pakistan and to all other Australian diplomatic, consular and other representatives abroad.

(g) Department of Territories to the Administrators of all Territories.

(h) Department of Customs and Excise to Customs Officers in charge of ports and outports in the Commonwealth.

**PRIME MINISTER'S DEPARTMENT—**

Communicate to the Commonwealth Relations Office any important variations from the measure for the Precautionary Stage recorded in the Commonwealth War Book.

In order to avoid confusion with warning telegrams despatched by the United Kingdom or other Dominions our warning telegrams should be worded as follows:—

"Warning (Australia) Precautionary Stage adopted against (Power(s))."

Warning telegrams are to be sent in cypher and in the case of posts overseas a "One Time" or Category "A" cypher.

The Director-General of Civil Aviation may advise the Chairman of certain major civil air operating concerns.

**PART II — WAR STAGE**  
**CHAPTER II — GENERAL—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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**4. INSTITUTION OF THE PRECAUTIONARY STAGE—(continued)**

(C) NOTIFICATION TO COMMONWEALTH DEPARTMENTS AND STATE GOVERNMENTS, ETC.

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(D) MACHINERY FOR THE SUPREME CONTROL IN THE EVENT OF WAR

Action as in Part I if not already taken.

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(E) DESPATCH OF WARNING TELEGRAMS

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**PART I—PRECAUTIONARY STAGE**  
**CHAPTER II—GENERAL—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General observations (3)
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**4. INSTITUTION OF THE PRECAUTIONARY STAGE—(continued)**

**(E) DESPATCH OF WARNING TELEGRAMS—(continued)**

(i) Department of Trade to all Trade Commissioners abroad.

(j) Department of Civil Aviation to Regional Directors of Civil Aviation.

(k) Director-General of Security to all Regional Offices within Australia and its Territories.

**(F) TERMINATION OF THE PRECAUTIONARY STAGE  
IF WAR DOES NOT BREAK OUT**

**If it is decided that the Precautionary Stage is to be regarded as terminated—**

**PRIME MINISTER'S  
DEPARTMENT—**

Communicate this decision to the Commonwealth Relations Office, all members of the Cabinet, the Permanent Heads of all Departments, and the Premiers of all State Governments.

**ALL DEPARTMENTS  
CONCERNED AND ALL  
STATE GOVERNMENTS—**

Cancel any warnings issued in regard to the institution of the Precautionary Stage and take appropriate action in regard to other action already initiated.

The Secretary, Prime Minister's Department, on receipt of the "Cancel General Warning" telegram from the United Kingdom or other Dominion will advise Ministers and Heads of Departments who were informed of the receipt of the "General Warning" telegram, vide section 4(B).

**5. PREPARATION OF THE DECLARATION OF WAR**

**(A) PROCEDURE AND NOTIFICATION TO GOVERNMENT DEPARTMENTS, ETC.**

**THE SECRETARY,  
DEPARTMENT OF EXTERNAL  
AFFAIRS—**

(i) *Consults the Secretary, Department of Defence, with a view to obtaining the conclusions of the Defence Committee in consultation with himself (Secretary, Department of External Affairs) as to—*

(a) *date on which any communication likely to result in a state of war should be addressed to the prospective enemy Government.*

(b) *whether this communication should take the form of a declaration of war (or declaration that a state of war exists) or of an ultimatum containing a conditional declaration of war; and*

(c) *in the latter event, what should be the length of the period between the delivery of the ultimatum and its expiration.*

(ii) Drafts the declaration of war (or declaration that a state of war exists) or ultimatum as the case may be.

(iii) Arranges for the Minister for External Affairs to communicate draft to the Cabinet, together with recommendations based on the conclusions of the Defence Committee referred to above, and advises the Department of Defence accordingly.

(iv) Sends copies of the draft to the Departments of Defence, Interior, Navy, Army and Air and the Prime Minister's Department.

**PRIME MINISTER'S  
DEPARTMENT—**

*Inform the Commonwealth Relations Office as necessary.*

**DEPARTMENT OF  
DEFENCE—**

Arrange for the attendance of the Chiefs of Staff at the meeting of the Cabinet.

The purpose of these consultations would be to determine the earliest date by which the essential defensive measures of the Services would be complete. If considered necessary, the Secretary, Department of Defence will arrange for the Director of Civil Defence to be consulted in regard to Civil Defence measures.

When the hour of delivery, and, in the case of an ultimatum, the hour of expiration, are being calculated, differences between the time of the prospective enemy country and the time of Eastern Australia must be taken into consideration.



**PART II — WAR STAGE**  
**CHAPTER II — GENERAL—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General observations (3)
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**4. INSTITUTION OF THE PRECAUTIONARY STAGE—(continued)**

(E) DESPATCH OF WARNING TELEGRAMS—(continued)

(F) TERMINATION OF THE PRECAUTIONARY STAGE  
IF WAR DOES NOT BREAK OUT

**5. PREPARATION OF THE DECLARATION OF WAR**

(A) PROCEDURE AND NOTIFICATION TO GOVERNMENT DEPARTMENTS, ETC.

**PRIME MINISTER'S  
DEPARTMENT—**

(i) If it is decided to declare war—  
Inform all Ministers, the Permanent Heads of all Departments, the Director-General of Security and the Premiers of all State Governments of the intention to declare war.

(ii) On being informed by the Department of External Affairs that war has been declared or that a state of war exists from a certain date and hour (Australian Eastern Time) or upon learning that the enemy Government(s) has declared war on Australia—

(a) inform the Prime Minister, all Ministers, the Permanent Heads of all Departments and the Premiers of all State Governments accordingly.

(b) arrange for immediate publication in the press and in the Commonwealth Gazette of a Proclamation of a state of war and, if not already promulgated, for the approval and gazettal of a Proclamation calling out the Citizen Forces.

**DEPARTMENT OF  
EXTERNAL AFFAIRS—**

(i) Deliver the declaration of war to the diplomatic representatives in Canberra of the foreign State(s) concerned at the hour decided upon and obtain a receipt recording the time of delivery.

A similar procedure would be followed in the case of an ultimatum with a conditional declaration of war.

All communications referred to in this section should be acknowledged. A form of acknowledgment already prepared for signature by the Ministers or Department concerned will be sent with the communications.

For the suspension of communications see Chapter XIV, Section 2.

A special pass will be handed to the diplomatic representative of the enemy Power, covering his family and personal staff and their families, the name of each person so covered being included in a list attached to the pass. Enemy consular officers *de carriere* and unsalaried consular officers of enemy nationality, their wives and families, will be furnished with a similar special pass containing a list of the persons covered by it. In both cases the persons covered by the passes will not be allowed to leave until satisfactory assurances of reciprocal treatment have been received from the enemy Government and arrangements have been made for giving effect to these assurances. Other enemy officials will be dealt with under similar conditions of strict reciprocity.

**PART I — PRECAUTIONARY STAGE****CHAPTER II — GENERAL—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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**5. PREPARATION OF THE DECLARATION OF WAR—(continued)****(A) PROCEDURE AND NOTIFICATION TO GOVERNMENT DEPARTMENTS—(continued)****(B) RECEIPT OF "WAR" TELEGRAM FROM UNITED KINGDOM OR OTHER DOMINION****PRIME MINISTER'S DEPARTMENT—****On receipt of a "War" Telegram from the United Kingdom or other Dominion—**

(i) Advise immediately the Ministers and Permanent Heads of the Departments of Defence, Navy, Army, Air and External Affairs and the Director-General of Security and inform all other Ministers and Departments and all State Governments of the receipt of the "War" Telegram.

(ii) Make arrangements for a meeting of the Cabinet to consider the action of the Commonwealth Government in view of the receipt of the "War" Telegram.

**DEFENCE DEPARTMENT—**

Arrange for the attendance of the Chiefs of Staff at the meeting of the Cabinet.

It will be necessary for the receipt of a "War" Telegram from the United Kingdom or other Dominion to be considered by the Cabinet. No further action will be required except in cases where Commonwealth Departments act as agents for the Government/s concerned.

**(C) DESPATCH OF WAR TELEGRAMS****6. AUSTRALIAN INTERESTS IN ENEMY COUNTRY(S)****THE MINISTER FOR EXTERNAL AFFAIRS—**

Makes recommendations to Cabinet on the subject of the neutral power which it is proposed should be asked to take charge of Australian interests in the enemy country or countries concerned in the event of war breaking out.

**When a decision has been reached—****DEPARTMENT OF EXTERNAL AFFAIRS—**

(i) Inform Australian diplomatic, consular or other properly accredited representatives in the enemy country or countries and in the neutral country or countries selected and direct them to act on their dormant instructions when war breaks out.

(ii) Inform the Prime Minister's Department of the despatch of these telegrams.

**PRIME MINISTER'S DEPARTMENT—**

(i) Forward copies of the "Neutral Powers" Telegram when received from the United Kingdom to the Department of External Affairs, Defence, Trade, Customs and Excise, Primary Industries, Shipping and Transport and Supply, and the Director-General of Security.

(ii) Inform the Commonwealth Relations Office, London, and the other Dominions of the name/s of neutral country, or countries selected to take charge of Australian interests in the enemy country/s.

The "Neutral Powers" Telegram from the United Kingdom gives information as to the proposals of Her Majesty's Government in the United Kingdom in this respect in the event of war. See Appendix "B".

Under the heading, "General Observations" the U.K. Government War Book states as follows:—

It is clearly desirable that, so far as is possible, all Commonwealth interests in the enemy country or countries should be entrusted to the same neutral Power, but the question of the selection of the neutral Power for this purpose in relation to the interests of any particular Commonwealth country is a matter for the Government concerned whether there is a separate diplomatic channel between the Commonwealth country and the enemy country or countries or not. Where there is such a channel, it will be for the Commonwealth Government concerned similarly to instruct its representative in the enemy country. Moreover, where the Commonwealth country has its own diplomatic channel of communication with the neutral Government selected, it will be for the Commonwealth Government to approach that Government.

**PART II — WAR STAGE**  
**CHAPTER II — GENERAL—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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**5. PREPARATION OF THE DECLARATION OF WAR—(continued)**

**(A) PROCEDURE AND NOTIFICATION TO GOVERNMENT  
DEPARTMENTS—(continued)**

(ii) Inform the Secretary, Prime Minister's Department that war has been declared or that a state of war exists from a certain date and hour (Australian Eastern Time).

(iii) Inform the diplomatic representatives of allied and neutral powers in Canberra as in (ii) above, a copy of the declaration being sent if applicable.

**(B) RECEIPT OF "WAR" TELEGRAM FROM UNITED KINGDOM OR OTHER DOMINION  
PRIME MINISTER'S  
DEPARTMENT—**

If the U.K. "War" Telegram (or War Telegram from another Dominion) is received after Australia is at war, advise all Commonwealth Departments and all State Governments of its receipt.

**(C) DESPATCH OF WAR TELEGRAMS**

War telegrams are despatched as for Warning telegrams as in Section 4(E).

In order to avoid confusion with War Telegrams despatched by the United Kingdom or other Dominions, our War Telegrams should be worded as follows:—

"Australia, War has broken out with (Power(s) )".

War telegrams are to be sent in plain language.

**6. AUSTRALIAN INTERESTS IN ENEMY COUNTRY(S)**

**After the outbreak of war, and when the action set out in Part I has been taken—**

**THE DEPARTMENT OF  
EXTERNAL AFFAIRS—**

Inform the diplomatic representative(s) in Canberra of the neutral power or powers concerned that his or their Government(s) is (are) being asked to take charge of Australian interests or British interests generally as the case may be in the enemy country or countries.

## PART I — PRECAUTIONARY STAGE

## CHAPTER II — GENERAL—(continued)

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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## 7. INTERNATIONAL CONVENTIONS

The Government of the Commonwealth of Australia are bound by certain International Conventions governing the conduct of warfare, which entail communication with the enemy Government at the outset of hostilities, either directly or through a Protecting Power. In the case of the 1949 Geneva Conventions for the Protection of War Victims the Commonwealth Government have signed but not ratified the Conventions. Nevertheless it has been agreed that they shall be applied from the outset of any future war. The action required in respect of Conventions is specified below.

## (A) GENERAL

The following Conventions were drawn up at Geneva in 1949:—

Geneva Convention for the Amelioration of the Condition of the Wounded and Sick in Armed Forces in the Field.

Geneva Convention for the Amelioration of the Condition of the Wounded and Sick and Shipwrecked Members of Armed Forces at Sea.

Geneva Convention relative to the Treatment of Prisoners of War.

Geneva Convention relative to the Protection of Civilian Persons in Time of War.

They were signed by the Commonwealth Government and by nearly all major Powers on 8th December, 1949, but they have not yet been ratified by The Commonwealth Government. It is essential in the interests of Australian prisoners of war and Australian civilians in enemy hands that they be brought into operation immediately on the outbreak of a major conflict.

2. In each of the four Conventions there are provisions that the High Contracting Parties:—

- (a) shall enact any legislation necessary to provide effective penal sanctions for persons committing, or ordering to be committed, certain grave breaches of the Convention; and
- (b) shall communicate to one another through the Swiss Federal Council and, during hostilities, through the Protecting Powers, the laws and regulations which they may adopt to ensure the application of the Conventions.

As to the Geneva Gas Protocol 1925 — see Section 7 (F).

DEPARTMENT OF EXTERNAL AFFAIRS take steps to secure the necessary statutory provisions — whether by Bill or by subordinate legislation to implement the 1949 Geneva Conventions for the Protection of War Victims.		
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## (B) WOUNDED AND SICK CONVENTION

The Wounded and Sick Convention 1949 contains provisions for the amelioration of the condition of the wounded and sick in armed forces in the field.

Article 26 requires the High Contracting Parties to notify each other in peace-time, or at the commencement of, or during hostilities, but in any case before actually employing them, the names of the societies which it has authorised under its responsibility, to render assistance to the regular medical service of its armed forces.

Article 28 requires that from the outbreak of hostilities the Parties to the conflict shall agree regarding the corresponding seniority of the ranks of their medical personnel, including those of societies designated in Article 26. (The same provision is contained in Article 33 of the Prisoner of War Convention).

Article 40 requires the parties to the conflict to inform each other, at the outbreak of hostilities, of the model of the identity card which their medical personnel and chaplains are using.

Article 54 requires High Contracting Parties, if their legislation is not already adequate, to take measures necessary for the prevention and repression of the abuses of the Red Cross, Red Crescent and the Red Lion and Sun emblems and the arms of the Swiss Confederation, referred to in Article 53. (This provision is partly given effect to by the Geneva Convention Acts 1911 and 1937. As to further legislation see Section (A) General above).

**PART II — WAR STAGE**  
**CHAPTER II — GENERAL—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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**7. INTERNATIONAL CONVENTIONS**

(A) GENERAL

<p>Unless the Commonwealth Government and all enemy countries have ratified the 1949 Geneva Conventions for the Protection of War Victims, the DEPARTMENT OF EXTERNAL AFFAIRS will:—</p> <p>(1) Issue a declaration to the effect that the Commonwealth Government will apply these Conventions.</p> <p>(2) Instruct the Commonwealth representative in the enemy country to seek an assurance from the enemy Government that they will apply these Conventions.</p> <p>(3) Request representative in London of enemy interests to convey a similar request for assurance to the enemy Government and inform all neutral missions of the action taken.</p> <p>(4) Keep in touch with Allied Governments with a view to ensuring that they take similar action.</p> <p>(5) Notify all Departments of the action taken.</p>		<p>Action by the Department of External Affairs to carry out the obligations in 2 (b) of (A) General (opposite) is indicated separately in the following entries about each convention.</p> <p>The Commonwealth Relations Office will keep in touch with the Commonwealth Government and other Commonwealth countries on this subject.</p>
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(B) WOUNDED AND SICK CONVENTION

**PART I — PRECAUTIONARY STAGE****CHAPTER II — GENERAL—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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**7. INTERNATIONAL CONVENTIONS—(continued)****(B) WOUNDED AND SICK CONVENTION—(continued)****DEPARTMENT OF THE ARMY—**

(i) Arrange with the Department of External Affairs for the translation of the Convention into the language of the prospective enemy if no such translation is available.

(ii) In conjunction with the Departments of Navy and Air review and keep up to date the table of corresponding grades of the medical personnel of the armed forces and of the personnel of the authorised Voluntary Aid Societies.

**(C) MARITIME CONVENTION**

Article 4 provides that this Convention shall apply in the case of hostilities between land and naval forces of parties to the conflict, only to forces on board. Forces put ashore shall immediately become subject to the provisions of the Wounded and Sick Convention (see Section B).

Article 22 provides that Military Hospital Ships, that is to say ships built or equipped by the Powers specially and solely with a view to assisting the wounded, sick or shipwrecked, to treating them and to transporting them, may in no circumstances be attacked or captured, but shall at all times be respected and protected, on condition that their names and descriptions have been notified to the parties to the conflict ten days before those ships are employed.

Article 39 contains somewhat similar provisions relating to medical aircraft.

Article 42 requires the parties to the conflict to inform each other at the outbreak of hostilities of the model of the identity card used by their religious, medical and hospital personnel and the crews of hospital ships.

Article 45 provides that the High Contracting Parties shall if their legislation is not already adequate, take measures necessary to prevent the abuse of certain distinctive signs on ships engaged on medical service.

**PART II — WAR STAGE**  
**CHAPTER II — GENERAL—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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**7. INTERNATIONAL CONVENTIONS—(continued)**

**(B) WOUNDED AND SICK CONVENTION—(continued)**

<p>DEPARTMENTS OF NAVY, ARMY AND AIR—</p> <p>Send to Department of External Affairs copies of regulations made to ensure compliance with the provisions of the convention.</p> <p>DEPARTMENT OF THE ARMY—</p> <p>(i) Send to Department of External Affairs table of the corresponding grades of the medical personnel of the Navy, Army and Air Force and of the personnel of the Voluntary Aid Societies.</p> <p>(ii) Inform the Department of External Affairs of the names of the Voluntary Aid Societies authorised to render assistance to the medical services of the Navy, Army and Air Force.</p> <p>(iii) Send to the Department of External Affairs a specimen of the identity card issued to medical personnel and chaplains of the Navy, Army and Air Force.</p>	<p>DEPARTMENT OF EXTERNAL AFFAIRS—</p> <p>Request representative of the State taking charge of enemy interests to transmit the information received as a result of action from the entries in Column 1, to the enemy Government(s).</p> <p>PRIME MINISTER'S DEPARTMENT—</p> <p>(i) Request all State Governments to issue notices to the public and to inform the Superintendents of Police regarding misuse of the Red Cross.</p> <p>(ii) Request the Department of Territories to act similarly in regard to the Territories under its control.</p> <p>(iii) Advise the Departments of External Affairs, Navy, Army and Air of advice received from the Commonwealth Relations Office concerning this subject.</p>	
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**(C) MARITIME CONVENTION**

<p>DEPARTMENTS OF THE NAVY, ARMY AND AIR—</p> <p>(i) Inform Departments of External Affairs, and Defence and the Prime Minister's Department of the names and descriptions of vessels proposed to be used as Military Hospital Ships.</p> <p>(ii) Send to Department of External Affairs specimens of identity cards prescribed by Article 42.</p> <p>DEPARTMENT OF AIR—</p> <p>Raise with the Department of External Affairs the question of agreeing with the other parties to the conflict any markings other than their national colours and the distinctive emblems prescribed by Article 41.</p> <p>DEPARTMENT OF THE NAVY—</p> <p>Consider, in consultation as necessary with the Departments of Army and Air, what action is required to comply with Article 45 of the Convention.</p>	<p>PRIME MINISTER'S DEPARTMENT—</p> <p>Inform the Commonwealth Relations Office of the names and descriptions of Hospital Ships as advised by the Departments of Navy, Army and Air.</p> <p>DEPARTMENT OF EXTERNAL AFFAIRS—</p> <p>(i) Request representative in Canberra of State taking charge of enemy interests to transmit the information to the enemy Government and transmit copies of the identity cards prescribed by Article 42.</p> <p>(ii) Inform Allied Governments.</p>	
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**PART I — PRECAUTIONARY STAGE**  
**CHAPTER II — GENERAL—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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**7. INTERNATIONAL CONVENTIONS—(continued)**

**(D) PRISONER OF WAR CONVENTION**

Article 21 requires each Party to the conflict to notify the adverse Party of the laws and regulations allowing its own nationals to accept or prohibiting them from accepting liberty on parole or promise.

Article 33 contains the same provision as Article 28 of the Wounded and Sick Convention (see Section B).

Article 41 provides that the text of the Convention and its annexes shall be posted in the prisoner's own language at places where all may read them and that copies shall be supplied, on request, to the prisoners who cannot have access to the copy which has been posted.

Article 43 requires Parties to the conflict to communicate to one another the titles and ranks of all the persons mentioned in Article 4 of the Convention in order to ensure equality of treatment between prisoners of equivalent rank.

Article 58 implies that an arrangement will be made between the Party to the conflict and the Protecting Power of the adverse Party regarding the maximum amount of money in cash or in any similar form that prisoners may have in their possession.

Article 69 requires a Detaining Power to inform prisoners and the Power on which they depend of the measures taken to carry out the provisions of Part III, Section V, of the Convention (Relations of Prisoners of war with the exterior).

Article 112 provides that on the outbreak of hostilities Mixed Medical Commissions shall be appointed in accordance with the Regulations included as Annex II to the Convention.

Article 122 provides for the establishment of a Prisoners of War Information Bureau on the outbreak of war, and in all cases of occupation.

**DEPARTMENT OF THE ARMY—**

(i) Arrange with the Department of External Affairs for the translation of the Conventions into the language of the prospective enemy if no such translation is available.

(ii) Issue Part VII of the "Regulations for the Application of the Geneva Conventions and the Treatment of Prisoners of War", and inform the Departments of Defence, Navy, Air, External Affairs, and Civil Aviation.

(iii) In conjunction with the Departments of Navy, Army and Air review and keep up to date a table of the corresponding titles and ranks of all Services personnel (including the Merchant Navy and civilians accompanying the armed forces) entitled to be treated as prisoners of war.



**PART II — WAR STAGE**  
**CHAPTER II — GENERAL—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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**7. INTERNATIONAL CONVENTIONS—(continued)**

**(D) PRISONER OF WAR CONVENTION**

<p><b>DEPARTMENTS OF NAVY, ARMY AND AIR—</b></p> <p>(i) Inform Department of External Affairs of any regulations as to the use of parole which may be issued.</p> <p>(ii) Send to the Department of External Affairs copies of regulations made to ensure compliance with the provisions of the Convention.</p> <p><b>DEPARTMENT OF THE ARMY—</b></p> <p>(i) Send to the Department of External Affairs a table of the corresponding titles and ranks of all service personnel (including Merchant Navy and civilians accompanying the armed forces) entitled to be treated as prisoners of war.</p> <p>(ii) Consider what action should be taken to comply with Articles 58 and 112 of the Convention.</p> <p>(iii) In consultation with the Departments of Navy, Air, the Postal and Telecommunications censorship organisation and the Postmaster-General's Department, fix the number of letters and postcards which enemy prisoners of war will be permitted to send each month and inform the Department of External Affairs in order to secure compliance with Article 69 of the Convention.</p> <p>(iv) Establish the Prisoners of War Information Bureau and notify its address to all Departments concerned.</p>	<p><b>DEPARTMENT OF EXTERNAL AFFAIRS—</b></p> <p>Request representative in Canberra of the State taking charge of enemy interests to transmit the information received as a result of the action in Column 1, to the enemy Governments.</p>	<p>As to the setting up of camps see Chapter VII, Section 5.</p> <p>On censorship arrangements for correspondence of prisoners of war see Chapter XIII, Section 5 (B).</p>
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**PART I — PRECAUTIONARY STAGE**  
**CHAPTER II — GENERAL—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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**7. INTERNATIONAL CONVENTIONS—(continued)**

**(E) CIVILIAN CONVENTION**

Article 43 provides that, unless the protected persons concerned object, the Detaining Power shall, as rapidly as possible, give the Protecting Power the names of any protected persons who have been interned or subjected to assigned residence, or who have been released from internment or assigned residence.

Article 99 requires that the text of the Convention and the texts of special agreements concluded under the Convention shall be posted inside the place where protected persons are interned in a language which the internees understand, or shall be in the possession of the Internee Committee.

Article 105 states that immediately upon interning protected persons, the Detaining Power shall inform the detained persons themselves, the power to which the detained persons owe allegiance and their Protecting Power of the measures taken for executing the provisions of the Convention in regard to the relations of protected persons with the exterior.

By Article 136 each Party is required, upon the outbreak of a conflict, to establish an official information Bureau responsible for receiving and transmitting information in respect of the protected persons who are in its power. This Bureau is to be given information, within the shortest possible period, of any measure taken by the Government concerning any protected persons who are kept in custody for more than two weeks, who are subjected to assigned residence or who are interned. It is also to be provided promptly with information concerning all changes pertaining to these protected persons, as, for example, transfers, releases, repatriations, escapes, admittances to hospitals, births and deaths. This information is to be transmitted to the Protecting Power unless its transmission might be detrimental to the persons concerned or to his or her relatives, and is to be transmitted in any case to a Central Information Agency to be set up, under Article 140 of the Convention in a neutral country.

Article 144 requires that any civilian, military, police or other authorities who in time of war assume responsibilities in respect of protected persons shall possess the text of the Convention and be specially instructed as to its provisions.

**ATTORNEY-GENERAL'S  
DEPARTMENT—**

Send copies of the Convention, with any necessary instructions, to persons in charge of premises where aliens are detained or interned.

**PART II — WAR STAGE**  
**CHAPTER II — GENERAL—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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**7. INTERNATIONAL CONVENTIONS—(continued)**

(E) CIVILIAN CONVENTION

<p><b>ATTORNEY-GENERAL'S DEPARTMENT—</b></p> <p>(i) Inform the Department of External Affairs of any regulations which may have been issued to ensure the application of the Convention.</p> <p>(ii) Communicate to the Department of External Affairs the information required by Article 43 of the Convention.</p> <p>(iii) As required by Article 105 of the Convention arrange for protected persons upon detention or internment to be informed, and inform the Department of External Affairs, of the measures taken for executing the provisions of the Convention in regard to the relations of protected persons with the exterior.</p> <p>(iv) Set up Protected Persons Information Bureau and notify its address to all Departments concerned.</p> <p>(v) Supply to Protected Persons Information Bureau (when set up) particulars of protected persons who have been detained or interned, for onward transmission to the Central Information Agency to be set up in a neutral country.</p> <p>(vi) Arrange with the Department of External Affairs for the translation of the Civilian Convention into the language of the prospective enemy if no such translation is available.</p> <p>(vii) Consult the Director-General of Security as necessary in regard to the application of the Conventions.</p>	<p><b>DEPARTMENT OF EXTERNAL AFFAIRS—</b></p> <p>Request the representative in Canberra of the State taking charge of enemy interests to transmit the information received from the Attorney-General's Department at (i), (ii) and (iii) of Column (1) to the enemy Government(s).</p>	<p>On censorship of correspondence of aliens who are detained or interned see Chapter XIII, Section 5 (B).</p>
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**PART I — PRECAUTIONARY STAGE**  
**CHAPTER II — GENERAL—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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**7. INTERNATIONAL CONVENTIONS—(continued)**

**(F) THE USE OF POISON GAS AND BACTERIOLOGICAL WARFARE**

The Geneva Protocol for the prohibition of the use of poison gas and bacteriological methods of warfare was ratified in respect of the Commonwealth Government of Australia on 9th April, 1930. By this ratification the Government bound themselves to abstain from the use in war of asphyxiating, poisonous or other gases, and of all analogous devices and of bacteriological methods on the following conditions:—

- (i) That they will be bound by the Protocol only towards those Powers and States which have both signed and ratified or acceded thereto.
- (ii) That they shall cease to be bound by the Protocol towards any enemy Power whose armed forces, or the armed forces of whose allies, do not respect it. (The Protocol has also been ratified with the same reservation by the United Kingdom, Canada, New Zealand, India (before 1947), South Africa and the Republic of Ireland).

It has been accepted that the Commonwealth Government will endeavour at the beginning of the war to obtain from the enemy Government whether or not it is a party to the Geneva Gas Protocol, an engagement not to use offensive gas as a weapon of war. If, in the case of an enemy Government not party to the Protocol, this engagement is not obtained, the Commonwealth Government reserve their liberty to act according to circumstances.

Should any enemy Government that has ratified the Geneva Gas Protocol, 1925, violate its undertaking or should any enemy Government which has not ratified the Protocol break an engagement given as mentioned in the last preceding paragraph, the Commonwealth Government reserve their liberty to act according to circumstances.

**PRIME MINISTER'S  
DEPARTMENT—**

Keep in touch with the Commonwealth Relations Office on the subject of the use of poison gas and bacteriological warfare and keep the Minister and Department of Defence informed.

The following countries have also ratified or acceded to the Geneva Gas Protocol:—

Austria  
\*Belgium  
\*Bulgaria  
\*Chile  
China  
\*Czechoslovakia  
Denmark  
Egypt  
Ethiopia  
Finland  
\*France  
Germany  
Greece  
Iran  
\*Iraq  
Italy  
Liberia  
Luxemburg  
Mexico  
\*Netherlands  
Norway  
Poland  
\*Portugal  
\*Roumania  
\*Spain  
Sweden  
Switzerland  
\*Thailand  
Turkey  
\*Union of Soviet Socialist  
  Republics  
Venezuela  
Yugoslavia

\*With reservations.

**PART II — WAR STAGE**  
**CHAPTER II — GENERAL—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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**7. INTERNATIONAL CONVENTIONS—(continued)**

(F) THE USE OF POISON GAS AND BACTERIOLOGICAL WARFARE

**THE MINISTER FOR DEFENCE—**

After advising the Ministers for External Affairs, the Navy, the Army and Air, will, if he considers it necessary, bring before Cabinet the question of the use of poison gas and methods of bacteriological warfare, including the question of seeking an assurance from the enemy Government that they will not use these weapons.

**DEPARTMENT OF EXTERNAL AFFAIRS—**

(i) On receipt of Cabinet decision instruct the representative of Australian interests in the enemy country to seek an assurance from the enemy Government that they will not use poison gas or methods of bacteriological warfare.

(ii) Request representatives in Canberra of enemy interests to convey a similar request for assurance to the enemy Government and inform all neutral missions of the action taken.

(iii) Notify all Departments of the action taken.

**PRIME MINISTER'S DEPARTMENT—**

Communicate any decisions reached by the Cabinet to the Permanent Heads of the Departments of Defence, Navy, Army, Air, Supply, Interior, Health and External Affairs, and inform the Commonwealth Relations Office.

The Minister for Defence will be advised by the Defence Committee concerning the use of poison gas and methods of bacteriological warfare.





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**COMMONWEALTH WAR BOOK**

**CHAPTER III**

**NAVAL MEASURES**

**SUMMARY OF IMPORTANT ACTION  
TO BE TAKEN BY GOVERNMENT DEPARTMENTS**

(Immediate measures to be initiated before the formal introduction of the  
Precautionary Stage are shown in italics)

## PART I—PRECAUTIONARY STAGE

## CHAPTER III—NAVAL MEASURES

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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## 1. ACTION BY H.M.A. SHIPS ON RECEIPT OF UNITED KINGDOM WAR TELEGRAM

H.M.A. Ships may become liable to attack by an enemy at war with the United Kingdom irrespective of whether or not Australia is at war. It is also possible for one or more of Her Majesty's Australian Ships to be operating temporarily, at the time of an emergency, with the Royal Navy. It will therefore be necessary for Cabinet to decide, immediately there is a threat of war, what action should be taken by H.M.A. Ships on receipt of the United Kingdom War Telegram if received before the Australian War Telegram.

Possible courses of action are:—

- (i) For H.M.A. Ships at sea to consider themselves liable to attack and to take all necessary measures to defend themselves. This requires that H.M.A. Ships should be informed that they are to act on the United Kingdom War Telegram, if received before the Australian War Telegram.
- (ii) For H.M.A. ships at sea to assume that the enemy will not regard them as hostile until Australia declares war. In this event H.M.A. Ships would have to establish their Australian identity by wearing a large Australian Ensign where best seen.

DEPARTMENT OF THE NAVY  
unless it is dealt with by the procedure laid down in Chapter II, Section 1—

(i) Arrange for the Minister for the Navy, after consulting the Minister for Defence, to raise with the Cabinet the question of instructions to be issued in advance to H.M.A. Ships regarding the action to be taken on receipt by them of the United Kingdom War Telegram.

(ii) Inform the Department of Defence of the intention to raise this question with the Cabinet.

A decision from Cabinet on this measure is required on the threat of war. It is considered on the threat of war by the Defence Committee (See Appendix "A", Schedule 1 and Chapter II, Section 1).

## 2. THE EMPLOYMENT OF UNITS OF THE ROYAL AUSTRALIAN NAVY SERVING OVERSEAS

DEPARTMENT OF THE NAVY—

If it has not already been dealt with by the procedure in Chapter II, Section 1, request the Department of Defence to arrange for the Defence Committee to consider the future employment of units of the Royal Australian Navy serving overseas.

DEPARTMENT OF DEFENCE—

(i) Comply with the request of the Department of the Navy.

(ii) Arrange for the Minister for Defence, in conjunction with Minister for the Navy, to submit to Cabinet the recommendations of the Defence Committee in regard to the future employment of units of the Royal Australian Navy serving overseas.

PRIME MINISTER'S  
DEPARTMENT—

Advise the Departments of Navy, Army, Air and Defence of the decisions of the Cabinet.

Units of the Royal Australian Navy may be serving overseas in conjunction with the United Kingdom, United Nations or other Allied forces when there is a threat of war. It will be necessary for the Cabinet, advised by the Defence Committee, to determine the future employment of such units. This measure is listed in Appendix "A", Schedule 1, and will be considered by the Defence Committee in accordance with Chapter II, Section 1.

## 3. BOOM DEFENCES, EXAMINATION SERVICES, PORT WAR SIGNAL STATIONS, WAR SIGNAL STATIONS

DEPARTMENT OF DEFENCE—

(i) If not dealt with by the procedure in Chapter II, Section 1, arrange for the Defence Committee to keep Port Defence schemes under review and to advise the Minister for Defence if such schemes are required to be implemented, and the extent to which they should be implemented.

(ii) If required prior to the precautionary stage arrange for the Minister for Defence to seek the approval of the Cabinet to the implementation of Port Defence schemes to the extent recommended by the Defence Committee.

PRIME MINISTER'S  
DEPARTMENT—

(i) Upon receipt of the "Examination Service" telegram from the United Kingdom forward copies of the telegram to the Departments of Navy, Army, Air, Defence, Shipping and Transport, Customs and Excise and Territories and the Director-General of Security.

(ii) Inform Premiers of State Governments and the Commonwealth Relations Office of the institution of Examination Services.

Plans for the provision of boom defences, examination services and port war signal stations are laid down in Port Defence Schemes which include also the provision of coast defences and co-operation by the R.A.A.F.

The implementation of Port Defence Schemes prior to the precautionary stage requires the approval of the Cabinet. It is one of the measures considered on the threat of war by the Defence Committee (see Appendix "A", Schedule 1 and Chapter II, Section 1) and is automatically

**PART II — WAR STAGE**  
**CHAPTER III—NAVAL MEASURES**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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**1. ACTION BY H.M.A. SHIPS ON RECEIPT OF UNITED KINGDOM WAR TELEGRAM**

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**2. THE EMPLOYMENT OF UNITS OF THE ROYAL AUSTRALIAN NAVY SERVING OVERSEAS**

<p>DEPARTMENTS OF NAVY AND DEFENCE—</p> <p>Action as in Part 1 if not already taken.</p>	<p>PRIME MINISTER'S DEPARTMENT—</p> <p>Action as in Part 1 if not already taken.</p>	
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**3. BOOM DEFENCES, EXAMINATION SERVICES, PORT WAR SIGNAL STATIONS, WAR SIGNAL STATIONS**

<p>DEPARTMENT OF DEFENCE—</p> <p>If Port Defence schemes are not already implemented, arrange for the Defence Committee to advise the extent to which they should be implemented and inform the Departments of Navy, Army and Air accordingly.</p> <p>DEPARTMENT OF THE NAVY—</p> <p>Implement Port Defence Schemes to the extent recommended by the Defence Committee, as in Part 1, if not already implemented.</p>	<p>DEPARTMENTS OF LABOUR AND NATIONAL SERVICE, ARMY, AIR, CUSTOMS AND EXCISE, PRIME MINISTER'S AND POSTMASTER-GENERAL'S DEPARTMENTS, AND THE DIRECTOR-GENERAL OF SECURITY—</p> <p>Take action as in Part 1 if not already taken.</p>	
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**PART I—PRECAUTIONARY STAGE**  
**CHAPTER III—NAVAL MEASURES—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
<b>3. BOOM DEFENCES, EXAMINATION SERVICES, PORT WAR SIGNAL STATIONS, WAR SIGNAL STATIONS—(continued)</b>		
<p>DEPARTMENT OF DEFENCE—(continued)</p> <p>(iii) Arrange for the attendance of the Chiefs of Staff at the meeting of the Cabinet.</p> <p>(iv) Upon the introduction of the precautionary stage, if Port Defence Schemes have not been implemented, arrange for the Defence Committee to advise the extent to which they should be implemented, and inform the Departments of the Navy, Army and Air Force accordingly.</p> <p>DEPARTMENT OF THE NAVY—</p> <p>(i) On receiving notification that the Cabinet has approved the implementation of Port Defence schemes—</p> <p>(a) issue orders for the erection of boom defences, the institution of examination services and the establishment of Port War Signal Stations to the extent approved, in consultation, as necessary with the Departments of the Army and Air.</p> <p>(b) call up the Citizen Naval Forces required in accordance with Section 5(C) as appropriate.</p> <p>(c) arrange for Signal Stations to be established as considered necessary by the Naval Board.</p> <p>(d) inform the Departments of Defence, Army, Air, Shipping and Transport, Customs and Excise, Territories and the Prime Minister's and Postmaster-General's Departments and the Director-General of Security of the action taken and the ports at which Examination Services have been instituted.</p> <p>(ii) Upon the introduction of the precautionary stage—</p> <p>Implement Port Defence Schemes to the extent recommended by the Defence Committee if not already implemented, and inform Departments as in (d) above.</p>	<p>DEPARTMENT OF THE ARMY—</p> <p><i>Co-operate with the Department of the Navy in the institution of the Examination services in accordance with pre-arranged plans.</i></p> <p>DEPARTMENT OF CUSTOMS AND EXCISE—</p> <p>(i) <i>Instruct Customs Officers at defended Ports to co-operate with local Naval and Military authorities in all matters connected with the Examination Service.</i></p> <p>(ii) <i>Provide at each defended Port a Customs Officer to act in liaison with Naval and Military authorities.</i></p> <p>DEPARTMENTS OF LABOUR AND NATIONAL SERVICE, ARMY, AIR AND POSTMASTER-GENERAL'S DEPARTMENT—</p> <p><i>Action, as in Section 5(C) as appropriate.</i></p> <p>DIRECTOR-GENERAL OF SECURITY—</p> <p>Co-operate with the Department of the Navy in security matters connected with the Examination Service.</p>	<p>approved, to the extent recommended by the Defence Committee, by the introduction of the precautionary stage.</p> <p>See Chapter IV, Army Measures, Section 2.</p> <p>War Signal Stations will be provided as considered necessary by the Naval Board.</p> <p>A proclamation under the Defence Act calling out the Citizen Forces (or the Citizen Naval Forces) must be issued before members of the Citizen Naval Forces can be called out. Normally this will be issued by the Prime Minister's Department upon the institution of the Precautionary Stage. (See Chapter II, Section 4(C)). Prior to the precautionary stage Citizen Naval Forces required will be called up under existing powers with the minimum of publicity.</p>

**4. NAVAL CONTROL OF SHIPPING**

<p>DEPARTMENT OF THE NAVY—</p> <p>(i) If it has not already been dealt with by the procedure in Chapter II, Section 1, and the institution of the Naval Control of Shipping Organisation is considered necessary before the precautionary stage;</p> <p>(a) arrange for the Minister for the Navy to seek the approval of the Cabinet.</p> <p>(b) inform the Departments of Defence, Army, Air, Shipping and Transport, Territories, Trade, Customs and Excise, Primary Industry, and Prime Minister's Department of the intention of the Minister for the Navy to seek the approval of the Cabinet.</p>	<p>PRIME MINISTER'S DEPARTMENT—</p> <p>(i) Upon receipt of the "Naval Control of Shipping" telegram from the United Kingdom forward copies to the Departments of Navy, Air, Defence, Shipping and Transport, Customs and Excise and Territories.</p> <p>(ii) Inform the Premiers of State Governments of the introduction of the Naval Control of Shipping Organisation when so advised by the Department of the Navy.</p> <p>DEPARTMENT OF TERRITORIES—</p> <p><i>Inform the Administrators of Territories of the introduction of the Naval Control of Shipping Organisation, when so advised by the Department of the Navy.</i></p>	<p>The institution of the Naval Control of Shipping Organisation prior to the Precautionary Stage requires the approval of the Cabinet. It is one of the measures considered on the threat of war by the Defence Committee (see Appendix "A", Schedule 1 and Chapter II, Section 1) and is automatically approved by the introduction of the precautionary stage.</p> <p>Plans for this organisation will be issued in peace to the Departments of Shipping and Transport, Territories, Customs and Excise, Primary Industry, Army, Air and Defence. See also Chapter IX, Section 1(B).</p> <p>See reference to proclamations calling out the Citizen Naval Forces in Section 3, Column (3).</p>
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**PART II — WAR STAGE**  
**CHAPTER III — NAVAL MEASURES—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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**3. BOOM DEFENCES, EXAMINATION SERVICES, PORT WAR SIGNAL STATIONS,  
 WAR SIGNAL STATIONS—(continued)**

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**4. NAVAL CONTROL OF SHIPPING**

DEPARTMENT OF THE NAVY—  
 Take action as in Part I to institute the Naval Control of Shipping Organisation if not already instituted.

PRIME MINISTER'S DEPARTMENT, DEPARTMENTS OF LABOUR AND NATIONAL SERVICE, POSTMASTER-GENERAL'S, TERRITORIES, ARMY AND AIR—

Take action as in Part I if not already taken.





**PART II — WAR STAGE**  
**CHAPTER III — NAVAL MEASURES—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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**4. NAVAL CONTROL OF SHIPPING—(continued)**

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**5. NAVAL MOBILISATION**

**(A) PLACING THE PERMANENT NAVAL FORCES ON A WAR FOOTING**

**DEPARTMENT OF THE NAVY—**

Take action as in Part I to place the Permanent Naval Forces on a war footing, if not already taken.

**DEPARTMENTS OF ARMY, AIR, LABOUR AND NATIONAL SERVICE AND POSTMASTER-GENERAL'S—**

Take action as in Part I, if not already taken.

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**PART I—PRECAUTIONARY STAGE**  
**CHAPTER III—NAVAL MEASURES—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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**5. NAVAL MOBILISATION—(continued)**

**(B) CALLING UP THE CITIZEN NAVAL FORCES FOR THE GUARDING  
OF KEY POINTS, THE PROTECTION OF NAVAL ESTABLISHMENTS AND  
THE MANNING OF KEY POSITIONS**

**DEPARTMENT OF THE NAVY—**

(i) *If the situation so demands, and it has not been dealt with by the procedure laid down in Chapter II, Section 1.*

(a) *arrange for the Minister for the Navy to seek the approval of the Cabinet to calling up volunteers from the Citizen Naval Forces for the protection of naval establishments and/or for the manning of key positions in preparation for general mobilisation, etc.*

(b) *advise the Prime Minister's Department and the Departments of Defence, Army, Air, Labour and National Service, Postmaster-General, and the Treasury of the intention of the Minister for the Navy to seek the approval of the Cabinet to calling up of volunteers including details of the numbers to be called up.*

(ii) *Upon receipt of advice of the approval of the Cabinet to the calling up of the Citizen Naval Forces for the guarding of key points, the protection of Naval Establishments, and/or for the manning of key positions.*

(a) *issue orders for the calling up of the Citizen Naval Forces required in accordance with section 4(C) as appropriate.*

(b) *inform Departments in (i) (b) above of the action taken.*

(iii) *Upon the introduction of the Precautionary Stage—*

*If Citizen Naval Forces for the guarding of key points, the protection of naval establishments and/or manning of key positions have not already been called up take action as in (ii) above.*

**PRIME MINISTER'S  
DEPARTMENT—**

(i) *Advise the Departments of Navy, Army, Air, Defence, Labour and National Service, Postmaster-General's, and the Treasury of the decision of the Cabinet.*

The calling up of the Citizen Naval Forces for the guarding of key points, the protection of naval establishments and the manning of key positions prior to the precautionary stage requires the approval of the Cabinet. These measures are considered on the threat of war by the Defence Committee (see Chapter II, Section 1 and Appendix "A", Schedule 1) and are automatically approved by the introduction of the precautionary stage.

The Navy is responsible for the protection of Naval establishments against sabotage and may be responsible for guarding certain key points. (See Chapter VI, Section 2).

See Chapter VI, Section 2, regarding the calling up of Citizen Naval Forces for the guarding of key points.

See reference to Proclamation calling out the Citizen Naval Forces in Section 3, Column (3).

**DEPARTMENTS OF LABOUR  
AND NATIONAL SERVICE,  
ARMY, AIR AND  
POSTMASTER-GENERAL'S  
DEPARTMENT—**

Action as in Section 5(C) as appropriate.

**(C) GENERAL MOBILISATION OF THE NAVAL FORCES**

**DEPARTMENT OF DEFENCE—**

(i) *Arrange for the Defence Committee, in consultation with the Department of Labour and National Service, to keep under review the recommendations that should be made to the Cabinet in regard to general mobilisation, including the extent of mobilisation and the consequent extent of call-up considered necessary, and the employment of Forces overseas; in the case of the Navy of Naval Forces outside the Australia station.*

(See also Chapter IV, Section 9 and V, Section 5).

(ii) *Arrange for the Minister for Defence to make recommendations as necessary to the Cabinet in regard to mobilisation and in conjunction with the Minister for Labour and National Service in regard to call-up.*

(iii) *Arrange for the attendance of the Chiefs of Staff at the meeting of the Cabinet at which Mobilisation is to be considered.*

**PRIME MINISTER'S  
DEPARTMENT—**

(i) *Upon receipt of the "Mobilisation" telegram from the United Kingdom, immediately inform the Permanent Heads of the Departments of Defence, Navy, Army, and Air and forward copies of the telegram to those Departments.*

(ii) *Advise all Departments and the Premiers of State Governments of the decisions of the Cabinet in regard to mobilisation.*

(iii) *Upon the decision to mobilise issue the Proclamation calling up the Citizen Forces, if not already issued, and inform the Departments of the Navy, Army, Air and Defence when this has been done.*

(iv) *Inform the Commonwealth Relations Office of the decision to mobilise.*

**Financial Requirements—**

The decision to mobilise will entail a very considerable expenditure of public money, not only for the execution of mobilisation and for the provision of the Navy's requirements, but also for its pay and maintenance after it has been mobilised. The execution of mobilisation cannot be delayed on account of financial formalities, and it is essential, therefore, that it should be realised that the decision of the Government to order a mobilisation will automatically authorise incurring the necessary expenditure.

In addition, upon the occurrence of a state of war or emergency, it is essential to increase the powers of responsible officers in the authorisation of expenditure, thus ensuring that the increased expenditure arising out of mobilisation and subsequent activities can be authorised without undue delay. A scale for such powers will be prepared in time of peace in consultation with the Department of the Treasury for approval upon the decision to mobilise.



**PART II — WAR STAGE**  
**CHAPTER III — NAVAL MEASURES—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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**5. NAVAL MOBILISATION—(continued)**

**(B) CALLING UP THE CITIZEN NAVAL FORCES FOR THE GUARDING  
OF KEY POINTS, THE PROTECTION OF NAVAL ESTABLISHMENTS AND  
THE MANNING OF KEY POSITIONS**

**DEPARTMENT OF THE NAVY—**

Take action as in Part I to call-up the Citizen Naval Forces required for the guarding of key points, the protection of Naval establishments and/or the manning of key positions, if not already taken.

**DEPARTMENTS OF ARMY, AIR,  
LABOUR AND NATIONAL  
SERVICE AND POSTMASTER-  
GENERAL'S DEPARTMENT—**

Take action as in Part I, if not already taken.

**(C) GENERAL MOBILISATION OF THE NAVAL FORCES**

Action as in Part I, if not already taken.

**PART I—PRECAUTIONARY STAGE**  
**CHAPTER III—NAVAL MEASURES—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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**5. NAVAL MOBILISATION—(continued)**

**(C) GENERAL MOBILISATION OF THE NAVAL FORCES—(continued)**

**DEPARTMENT OF THE NAVY—**

(i) *If necessary arrange with the Defence Department for the question of the general mobilisation of the Naval Forces and the employment of Naval Forces outside the Australia station, to be considered by the Defence Committee.*

(ii) Upon receiving notification of the order of the Cabinet to mobilise the Navy—

- (a) consult the Department of Labour and National Service in regard to the procedure for call-up;
- (b) issue the necessary orders calling up the Citizen Naval Forces to the extent decided upon;
- (c) issue orders for the allotment to duty of Emergency and Retired Officers;
- (d) inform the Department of the Army of the requirements in regard to land transport;
- (e) inform the Department of Air of the requirements in regard to air transport;
- (f) inform the Postmaster-General's Department regarding mobilisation notices and the keeping open of telegraph offices as necessary for the issue of calling up notices and advise the Australian Broadcasting Control Board if Broadcasting Stations are required to be utilised for the call-up of the Citizen Naval Forces;
- (g) inform the Department of Shipping and Transport of the requirements in regard to sea transport;
- (h) issue orders for the commissioning of H.M.A. Ships and Fleet Auxiliaries in Reserve and notify the Prime Minister's Department, the Departments of Defence, Army, Air and Shipping and Transport, and the Admiralty of the commissioning of each ship.

**DEPARTMENT OF LABOUR  
AND NATIONAL SERVICE—**

Co-operate with the Department of the Navy in the mobilisation of the Citizen Naval Forces.

**POSTMASTER-GENERAL'S  
DEPARTMENT—**

Issue instructions and arrange to keep open telegraph offices as necessary for the issue of calling up notices.

**AUSTRALIAN BROADCASTING  
CONTROL BOARD—**

Arrange for broadcasting stations to be utilised for the call-up as advised by the Department of the Navy.

**DEPARTMENT OF THE ARMY—**

Arrange for the movement of Naval personnel by land transport in accordance with the request received from the Department of the Navy.

**DEPARTMENT OF AIR—**

Arrange the movement of Naval personnel by air transport in accordance with the request received from the Department of the Navy.

**DEPARTMENT OF SHIPPING  
AND TRANSPORT—**

Arrange sea transport as requested by the Department of the Navy.

The proclamation calling out the Citizen Forces is an essential preliminary to mobilisation and must be issued when mobilisation is ordered, whether the precautionary stage has been formally instituted or not.

**(D) PROCUREMENT OF EQUIPMENT AND SUPPLIES**

**DEPARTMENT OF THE NAVY—**

*Review forecasts of requirements placed with the Departments of Supply and Defence Production in Peace and advise those Departments to what extent the forecasts can be regarded as firm orders at the stated times (i.e., on the introduction of the Precautionary Stage and on the outbreak of war).*

In order to offset as far as possible the inevitable time lag between the placing of orders and the delivery of the requirement and in achieving maximum war production generally, action to advise the Departments of Supply and Defence Production of expected or actual orders will be taken as soon as possible as provided in Chapter X, Section 1.

**PART II — WAR STAGE**  
**CHAPTER III — NAVAL MEASURES—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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**5. NAVAL MOBILISATION—(continued)**

**(C) GENERAL MOBILISATION OF THE NAVAL FORCES—(continued)**

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**(D) PROCUREMENT OF EQUIPMENT AND SUPPLIES**

Action as in Part 1, if not already taken.

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**PART I—PRECAUTIONARY STAGE**  
**CHAPTER III—NAVAL MEASURES—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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**6. REQUISITIONING OF MERCHANT SHIPS FOR NAVAL PURPOSES**

**DEPARTMENT OF THE NAVY—**

*Decide the extent to which modifications, if any, are to be made in the pre-arranged plan for taking up the requisite number of merchant ships for use as Fleet Auxiliaries, etc., and advise the Departments of Shipping and Transport and Defence accordingly.*

**DEPARTMENT OF SHIPPING AND TRANSPORT—**

(i) *Requisition ships required by the Department of the Navy prior to the Precautionary Stage and inform the Departments of the Navy and Defence of the names of the ships requisitioned.*

(ii) *Requisition merchant ships required by the Department of the Navy in the precautionary stage and inform Departments as in (i) above.*

**DEPARTMENT OF THE NAVY—**

(i) *Take over ships requisitioned on behalf of the Department of the Navy prior to the precautionary stage.*

(ii) *Take preparatory action in connection with the fitting out and commissioning as Fleet Auxiliaries, etc., of merchant ships to be requisitioned upon the adoption of the War Stage.*

(iii) *Inform the Admiralty of the names of ships requisitioned and commissioned.*

(iv) *Inform the Departments of Defence, Army, Air, Shipping and Transport and Customs and Excise of the commissioning of ships requisitioned.*

(v) *Take over ships requisitioned in the Precautionary Stage on behalf of the Department of the Navy and inform the Admiralty and Departments as in (iii) and (iv) above.*

The Department of Shipping and Transport is responsible for the requisitioning of ships of 200 tons gross register and above. See Chapter IX, Section 2. Smaller vessels will be requisitioned by the Department of the Navy direct, as required.

Some ships may need to be requisitioned before or upon the introduction of the Precautionary Stage. The balance will be taken up after the adoption of the War Stage, as required.

**7. SEA TRANSPORT ORGANISATION**

**DEPARTMENT OF THE NAVY—**

(i) *Issue orders for the implementation of plans for the Sea Transport Organisation at the main ports of Australia.*

(ii) *Inform the Departments of Shipping and Transport, Army, Air and Defence of the action taken.*

For action as an agent for Admiralty Sea Transport organisation, see Section 10(D).

**8. SERVICE OF NAVAL FORCES OUTSIDE THE AUSTRALIA STATION**

If it is decided that Australian Naval Forces are to serve outside the Australia Station at the disposal of the United Kingdom Government or the Government of another Commonwealth country, as a result of the consideration by the Defence Committee and Cabinet referred to in section 5(C), an Order-in-Council will be necessary, and for reasons of secrecy it should not be published in the Commonwealth Gazette. Provision for transferring to the Queen's Naval Forces or the Naval Forces of any part of the Queen's Dominions of vessels and officers and seamen of the Commonwealth Naval Forces is contained in section 42 of the Naval Defence Act 1910-53. The Department of the Navy will arrange with the Prime Minister's Department for the signature of the Order-in-Council and will arrange for Naval authorities concerned to be informed.

**PART II — WAR STAGE**  
**CHAPTER III — NAVAL MEASURES—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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**6. REQUISITIONING OF MERCHANT SHIPS FOR NAVAL PURPOSES**

DEPARTMENT OF SHIPPING  
AND TRANSPORT—

Requisition the balance of merchant ships required by the Department of the Navy as Fleet Auxiliaries, etc., and inform the Departments of the Navy and Defence of the names of the ships requisitioned.

DEPARTMENT OF THE NAVY—

Take over ships requisitioned on behalf of the Department of the Navy and inform the Admiralty and Departments as in Part I.

**7. SEA TRANSPORT ORGANISATION**

Action as in Part I, if not already taken.

**8. SERVICE OF NAVAL FORCES OUTSIDE THE AUSTRALIA STATION**

Action as in Part I if required.

**PART I—PRECAUTIONARY STAGE**  
**CHAPTER III—NAVAL MEASURES—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
<b>9. NAVIGATIONAL AIDS</b>		
<p>DEPARTMENT OF THE NAVY—</p> <p>(i) Inform the Department of Shipping and Transport that, until further notice, the General procedure indicated in column (3) should be closely observed.</p> <p>(ii) Give consideration to the question whether, in view of the probable activities of the potential enemy, action should be taken in the event of war to—</p> <p>(a) extinguish lights in certain lighthouses;</p> <p>(b) remove certain light vessels and buoys;</p> <p>(c) close down certain radio aids to marine navigation (see Chapter XIV, Section 3(A) ); and communicate with the Departments of Shipping and Transport, Air and Civil Aviation and State Departments concerned.</p>	<p>DEPARTMENT OF SHIPPING AND TRANSPORT—</p> <p>(i) Comply with the requests of the Department of the Navy and co-operate generally.</p> <p>(ii) Consult the Department of the Navy as necessary on matters under this heading.</p> <p>(iii) In consultation with the Department of the Navy, make preliminary arrangements with the Department of Territories regarding lights and buoys under the control of the Department of Shipping and Transport in the Territory of Papua/ New Guinea.</p> <p>DEPARTMENT OF THE TERRITORIES—</p> <p>Issue instructions to the Administrators of Norfolk Island and Nauru, to comply with the requests of the Department of the Navy and to the Administrator of Papua/New Guinea to comply with the requests of the Department of Shipping and Transport under this section.</p> <p>PRIME MINISTER'S DEPARTMENT—</p> <p>Inform all State Governments that co-operation and compliance by State Departments concerned with the directions of the Department of the Navy under this Section are essential for Defence purposes.</p>	<p>It is essential that upon adoption of the precautionary stage—</p> <p>(a) No light, buoy, beacon marine mark, or other apparatus including radio aids used for the purpose of aiding navigation in or on the water shall be discontinued, altered or removed; and</p> <p>(b) No variation shall be made in the mode of exhibiting or operating any such light, etc., without the express approval of the Department of the Navy which will assume complete control of such matters during an emergency.</p> <p>This procedure is to apply to all lights, etc., normally under the control of the Department of Shipping and Transport and of any State or other authority within the Commonwealth and its Territories.</p> <p>The requisite powers to exercise control under this heading are contained in draft National Security (General) Regulations.</p> <p>In these Regulations the necessary powers will be vested in the Minister for the Navy.</p>

**10. ACTION TO BE TAKEN BY THE DEPARTMENT OF THE NAVY AS AN ADMIRALTY AGENT**

**(A) INTRODUCTION OF WAR SYSTEM OF NAVAL INTELLIGENCE**

<p>DEPARTMENT OF THE NAVY—</p> <p>(i) Upon receipt of the "Vesca" telegram from the United Kingdom bring into force the Vesca System.</p> <p>(ii) Upon receipt of the "General Warning" Telegram from the United Kingdom—</p> <p>(a) instruct Reporting Officers to report special information concerning movements of ships.</p> <p>(b) bring into force the Vesca system if not already in force in accordance with (i) above.</p> <p>(c) inform the Departments of Defence, Customs and Excise, Shipping and Transport and Territories of the action taken.</p>	<p>PRIME MINISTER'S DEPARTMENT—</p> <p>Inform the Department of the Navy immediately of the receipt of the "VESCA" telegram from the United Kingdom and forward a copy of the telegram to that Department.</p>	<p>On receipt of the United Kingdom "General Warning" Telegram, the Department of the Navy, acting as an Admiralty agent, instructs Reporting Officers for the United Kingdom abroad to commence reporting special information and movements of shipping in accordance with Admiralty pre-arranged plans.</p> <p>The Admiralty may, however, introduce the Vesca system and despatch the "Vesca" Telegram (see Appendix "B") prior to the institution of the precautionary stage by the United Kingdom.</p>
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**PART II — WAR STAGE**  
**CHAPTER III — NAVAL MEASURES—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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**9. NAVIGATIONAL AIDS**

<p>Action as in Part I, if not already taken.</p>		
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**10. ACTION TO BE TAKEN BY THE DEPARTMENT OF THE NAVY  
AS AN ADMIRALTY AGENT**

**(A) INTRODUCTION OF WAR SYSTEM OF NAVAL INTELLIGENCE**

**On receipt of the United Kingdom  
"War Telegram".**

Action as in Part I if not already taken.

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**PART I—PRECAUTIONARY STAGE**  
**CHAPTER III—NAVAL MEASURES—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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**10. ACTION TO BE TAKEN BY THE DEPARTMENT OF THE NAVY  
AS AN ADMIRALTY AGENT—(continued)**

**(B) WARNINGS TO BRITISH MERCHANT VESSELS AND  
INITIAL CONTROL OF SHIPPING**

**DEPARTMENT OF THE NAVY—**

**On receipt of the "General Warning" Telegram from the United Kingdom—**

(i) Arrange for the promulgation of the Warning Telegram to British Merchant Vessels.

**On receipt of Admiralty Messages "A" and "B"—**

(ii) Inform British Merchant Vessels—

- (a) that Admiralty has assumed control of British Merchant Shipping (Message "A");
- (b) of procedure regarding use of W/T, and avoidance of potential enemy ports (Message "B").

**PRIME MINISTER'S  
DEPARTMENT—**

Upon receipt of the "Wireless Restrictions for Merchant Ships" telegram and/or the "Control of Mercantile Movements" Telegram from the United Kingdom immediately inform the Department of the Navy, and Shipping and Transport and forward copies of the telegrams to those Departments.

Admiralty messages "A" and "B" will be passed to the Department of the Navy direct, as an Admiralty agent, and the Department of the Navy is responsible that the messages are passed to British Merchant Vessels in Australian waters or within the Australia Station.

H.M.A. Ships at sea will convey the messages to any British merchant vessels met with.

**(C) CALLING UP THE ROYAL NAVAL RESERVES**

**Upon receipt of the "Reserves" Telegram from the United Kingdom—**

**PRIME MINISTER'S  
DEPARTMENT—**

Forward copies of the telegram to the Departments of Defence, Navy, Shipping and Transport, Customs and Excise, Territories and Labour and National Service.

**DEPARTMENT OF THE NAVY—**

(i) Issue the necessary orders as laid down in Naval plans to call up members of the Royal Naval Reserve and Royal Fleet Reserve.

(ii) Issue calling up notices to such pensioners as are appropriated to H.M.A. Ships and Establishments.

(iii) Invite other ex-Naval ranks and ratings to offer for service.

(iv) Advise the Admiralty of particulars of Royal Naval Reserve men who have reported themselves.

(v) Arrange with the Department of Customs and Excise for customs officers in charge of ports and out-ports to issue the necessary notices to R.N.R. officers and men serving in ships of the Mercantile Marine trading to Australia, at their first port of call.

(vi) Advise the Prime Minister's Department, Department of Defence and Department of Labour and National Service that Royal Navy and Royal Marine pensioners are being mobilised.

(vii) Request the Department of the Territories to instruct the Administrators of Papua/New Guinea, Norfolk Island and Nauru concerning the granting of passage facilities, and the despatch of Royal Naval Reservists to the places desired by the Department of the Navy.

**DEPARTMENT OF  
CUSTOMS AND EXCISE—**

(i) Upon receipt of a request from the Department of the Navy instruct Collectors of Customs to co-operate with the local Naval Authorities in regard to the mobilisation of Royal Naval Reserves, the posting of notices and the reporting and despatch of Royal Naval Reservists to their selected stations.

(ii) Issue notices as requested by the local Naval Authorities, to officers of the Royal Naval Reserve who are serving in ships trading with Australian ports.

**DEPARTMENT OF THE  
TERRITORIES—**

Upon receipt of a request from the Department of the Navy, issue instructions to the Administrators of External Territories concerning the granting of passage facilities, and arrangements for despatch of Royal Naval Reservists to the places desired by the Department of the Navy.

Upon receipt of the "Reserves" Telegram from the United Kingdom (See Appendix "B") it will be necessary to call out members of the Royal Naval Reserve resident in Australia and its Territories.

The classes of personnel affected are—

- (a) Royal Naval and Royal Marine Pensioners;
- (b) Royal Fleet Reserves;
- (c) Royal Naval Reserves;
- (d) officers on the Emergency List.

Concurrently with or prior to the despatch of this telegram by the United Kingdom Government a similar telegram will be sent by the Admiralty to the Department of the Navy asking for action to be taken in accordance with pre-arranged plans. No special authorisation of such action by the Government will be necessary.



**PART II — WAR STAGE**  
**CHAPTER III — NAVAL MEASURES—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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**10. ACTION TO BE TAKEN BY THE DEPARTMENT OF THE NAVY  
AS AN ADMIRALTY AGENT—(continued)**

(B) WARNINGS TO BRITISH MERCHANT VESSELS AND  
INITIAL CONTROL OF SHIPPING

On receipt of the "WAR" Telegram from the United Kingdom, action as in Part I, if not already taken.

DEPARTMENT OF THE NAVY—

Inform British Merchant Ships on the Australia Station of the Declaration of War by the United Kingdom Government.

(C) CALLING UP THE ROYAL NAVAL RESERVES

Action as in Part I, if not already taken.

**PART I — PRECAUTIONARY STAGE**  
**CHAPTER III — NAVAL MEASURES—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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**10. ACTION TO BE TAKEN BY THE DEPARTMENT OF THE NAVY  
AS AN ADMIRALTY AGENT—(continued)**

**(D) UNITED KINGDOM SEA TRANSPORT ORGANISATION**

**DEPARTMENT OF THE NAVY—**

Arrange, in co-operation with the Department of Shipping and Transport, concerning requirements of British Merchant shipping on the Australian coast, as requested by the Director of Sea Transport, Admiralty.

**DEPARTMENT OF  
SHIPPING AND TRANSPORT—**

Co-operate with the Department of the Navy with regard to the requirements of British Merchant Shipping on the Australian coast.

The Australian Commonwealth Naval Board, on behalf of the Director of Sea Transport (Admiralty) acts as a Principal Sea Transport Officer in the United Kingdom Sea Transport Organisation for the Australia Station.

**PRIME MINISTER'S  
DEPARTMENT—**

Forward to the Departments of the Navy, Shipping and Transport and Defence copies of the "Requisitioning" Telegram "A" or "B" from the United Kingdom.

**PART II — WAR STAGE**  
**CHAPTER III — NAVAL MEASURES—(continued)**

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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**10. ACTION TO BE TAKEN BY THE DEPARTMENT OF THE NAVY  
AS AN ADMIRALTY AGENT—(continued)**

**(D) UNITED KINGDOM SEA TRANSPORT ORGANISATION**

Action as in Part I, if not already  
taken.

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