

1852-53

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COMMONWEALTH WAR BOOK

CHAPTER IV

ARMY 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 IV—ARMY 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. GENERAL

The specific role and tasks of the Army in war will be in accordance with strategical plans as approved by the Government. However, in general, the Army will be required in war to provide:—

- (a) Field forces for operations at home or abroad as may be required.
- (b) Garrison forces for local defence of Australian territory against raids, and for internal security including protection of key points and any Civil Defence task which may be allotted to the Army.
- (c) A training and maintenance organization for the support of (a) and (b) and also for such other British (or Allied) forces which may require logistic support from Australia.

2. The provision of the above forces requires not only the mobilization of the peace-time army but also its expansion. The extent of the expansion to take place and the questions of despatch abroad of an expeditionary force and its composition, will require early decision by the Government to enable the necessary preliminary arrangements to be made during the period before mobilisation is ordered.

3. Local defence plans will come into operation automatically in two phases corresponding with the adoption by the Government of the Precautionary and War Stages.

4. Except for those units required for home defence, mobilisation of the field force will not occur automatically with the adoption of the War Stage but will require a separate decision by the Government. Unless the strategic situation is such that invasion is likely to become imminent and thus require immediate general mobilisation, the implementation of the Army's plans for expansion in war will be proceeded with as follows:—

- (a) Mobilization and expansion of the fixed machinery for administration and training.
- (b) Mobilization and expansion of the regular army field force.
- (c) Mobilization and expansion of the Citizen Military Forces.

MEASURES REQUIRING APPROVAL BY THE CABINET

5. The following measures, which require approval by the Cabinet, are given automatic approval upon authorisation by the Government of the Precautionary Stage:—

- (a) Implementation of plans for coast defence.
- (b) Implementation of plans for anti-aircraft defences.
- (c) Protection of such key points as are an Army responsibility, and provision of guards for internment camps (see Chapter VI).
- (d) Calling out the Citizen Military Forces to the extent required to execute the above, and to meet requirements of expansion of the fixed machinery for administration and training.
- (e) Arrangements for acquisition of stores, supplies and vehicles by purchase or impressment (see Chapter X).
- (f) Arrangements for construction of such additional works as may be required (see Chapter XVI, Section 4).

6. See Preface, Paragraphs 9-14.

**2. THE EMPLOYMENT OF UNITS OF THE AUSTRALIAN REGULAR ARMY
SERVING OVERSEAS**

DEPARTMENT OF THE ARMY—

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 Australian Regular Army serving overseas.

DEPARTMENT OF DEFENCE—

(i) *Comply with the request of the Department of the Army.*

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

**PRIME MINISTER'S
DEPARTMENT—**

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

Units of the Australian Regular Army 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 to consider, on the advice of the Defence Committee, the future employment of such units. This measure is listed in Appendix "A", schedule 1, and will be considered by the Defence Committee on the threat of war in accordance with Chapter II, section 1.

PART II — WAR STAGE
CHAPTER IV — ARMY 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. GENERAL

**2. THE EMPLOYMENT OF UNITS OF THE AUSTRALIAN REGULAR ARMY
SERVING OVERSEAS**

Action as in Part I if not already taken.		
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PART I — PRECAUTIONARY STAGE
CHAPTER IV — ARMY MEASURES—(continued)

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
3. IMPLEMENTATION OF PLANS FOR COAST DEFENCES		
<p>On receiving notification that the Cabinet has approved implementation of Port Defence Schemes prior to the Precautionary Stage—</p> <p>DEPARTMENT OF THE ARMY—</p> <p>(i) <i>Army Headquarters issue orders for the provision of coast defences which have been approved.</i></p> <p>(ii) <i>Army Headquarters arrange for the despatch to Darwin and Manus of Regular Army Detachments to provide emergency manning details.</i></p> <p>(iii) <i>In accordance with the procedure in Section 9 as appropriate, arrange for the call-up for full-time duty of—</i></p> <p>(a) <i>Citizen Military Force Units allotted to Darwin and Manus garrisons.</i></p> <p>(b) <i>Citizen Military Force Units required to garrison other defended ports.</i></p> <p>(iv) <i>Inform the Departments of Defence, Navy, Air, and Territories of the action taken.</i></p> <p>Upon the introduction of the Precautionary Stage—</p> <p>(v) <i>If Port Defence Schemes have not already been implemented, take action as above.</i></p>	<p>DEPARTMENTS OF TREASURY, LABOUR AND NATIONAL SERVICE, AND P.M.G.'s DEPARTMENT—</p> <p><i>Follow the procedure in Section 9 as appropriate.</i></p>	<p>Plans for the provision of coast defences are laid down in Port Defence Schemes which include also the establishment of Port War Signal Stations and Examination Services by the Navy and provide for co-operation by the Air Force. (See Chapter III, section 3, regarding procedure for approval of Port Defence Schemes).</p> <p>For co-operation by the Air Force see Chapter V, Section 12.</p> <p>The extent to which (ii) and (iii) in column (1) are carried out prior to the Precautionary Stage will be dependent upon the decision of the Cabinet in regard to the implementation of Port Defence Schemes.</p> <p>Army call-up of the Citizen Military Forces carried out before the Precautionary Stage will be done under existing powers with the minimum of publicity, and proclamations will therefore not be required for this purpose. See Chapter II, section 4(C).</p>

4. IMPLEMENTATION OF PLANS FOR ANTI-AIRCRAFT DEFENCES

<p>On receiving notification of the approval of the Cabinet to the implementation of plans for anti-aircraft defences prior to the Precautionary Stage—</p> <p>DEPARTMENT OF THE ARMY—</p> <p>(i) <i>Army Headquarters issue orders for the implementation of plans for anti-aircraft defences to the extent approved, including call-up of the required personnel in accordance with the procedure in Section 9 as appropriate.</i></p> <p>(ii) <i>Inform the Departments of Defence, Navy, Air, Supply, Defence Production and Interior of the action taken.</i></p> <p>Upon the introduction of the Precautionary Stage—</p> <p>(iii) <i>If plans for anti-aircraft defences have not already been implemented, take action as above.</i></p>	<p>DEPARTMENTS OF TREASURY, LABOUR AND NATIONAL SERVICE AND P.M.G.'s DEPARTMENT—</p> <p><i>Take action as in Section 9 as appropriate.</i></p>	<p>Plans for the provision of anti-aircraft defences are included in the Air Defence Plan procedure for the approval of which is given to Chapter V, Section 2.</p> <p>See reference to Army call-up in Section 3, column 3.</p>
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PART II — WAR STAGE
CHAPTER IV — ARMY 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. IMPLEMENTATION OF PLANS FOR COAST DEFENCES

<p>DEPARTMENT OF THE ARMY—</p> <p>(i) Take action as in Part I if not already taken.</p> <p>(ii) Despatch Citizen Military Force Units allotted to Darwin and Manus.</p> <p>(iii) Inform Departments of Defence, Navy, Air, and Territories of despatch of troops to Darwin and Manus.</p>		
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4. IMPLEMENTATION OF PLANS FOR ANTI-AIRCRAFT DEFENCES

<p>Action as in Part I, if not already taken.</p>		
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PART I — PRECAUTIONARY STAGE
CHAPTER IV — ARMY MEASURES—(continued)

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
5. PROTECTION OF KEY POINTS AND ARMY ESTABLISHMENTS, AND THE PROVISION OF GUARDS FOR INTERNMENT CAMPS		
<p>DEPARTMENT OF THE ARMY—</p> <p>On receiving notification that the Cabinet has approved the guarding of military establishments or key points, and the provision of guards for internment camps—</p> <p>(i) <i>Army Headquarters issue orders to Commands and Districts for the provision of troops in accordance with pre-arranged plans to implement measures for which the Army is responsible, and in accordance with the procedure in Section 9 as appropriate.</i></p> <p>Upon the introduction of the Precautionary Stage—</p> <p>(ii) If plans for the above measures have not already been implemented take action as above.</p>	<p>DEPARTMENTS OF THE TREASURY, LABOUR AND NATIONAL SERVICE, AND POSTMASTER-GENERAL'S DEPARTMENT—</p> <p style="text-align: center;"><i>Follow the procedure in Section 9 as appropriate.</i></p>	<p>Procedure for the approval of the calling up of Citizen Military Forces for the guarding of key points is given in Chapter VI, Section 3.</p> <p>Although it is not anticipated that aliens will be interned prior to the War Stage, it will be necessary for the Army to commence preliminary preparations for internment camps when there is a threat of war, including calling out the guards required.</p> <p>The calling out of the Citizen Military Forces for the guarding of internment camps and for the guarding of key points and Army establishments 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.</p> <p>See reference to Army call-up in section 3, column 3 of this chapter.</p> <p>The Internal Security Sub-Committee will advise the Defence Committee of the number of guards for key points which the services will be required to provide.</p>

6. MOBILISATION AND EXPANSION OF THE REGULAR ARMY FIELD FORCE AND ITS EMPLOYMENT AS AN EXPEDITIONARY FORCE

<p>DEPARTMENT OF DEFENCE—</p> <p><i>Action as in Chapter III, Section 5(C). Consideration of the employment of Forces overseas includes, in the case of the Army, the employment of the Regular Army Field Force as an expeditionary force and the employment of the Citizen Military Forces overseas.</i></p> <p>DEPARTMENT OF THE ARMY—</p> <p>(i) <i>Make preliminary arrangements for the prospective extent of mobilisation and expansion of the Regular Army Field Force and its employment as an Expeditionary Force, in anticipation of the Government's approval.</i></p> <p>(ii) <i>If necessary arrange with the Defence Department for the question of the mobilisation of the Regular Army Field Force and its employment as an Expeditionary Force to be considered by the Defence Committee.</i></p> <p>(ii) <i>Initiate action as in Part II if decided upon by the Cabinet before the War Stage.</i></p>	<p>PRIME MINISTER'S DEPARTMENT—</p> <p><i>Action as in Chapter II, Section 5(C).</i></p> <p>DEPARTMENTS OF THE TREASURY, LABOUR AND NATIONAL SERVICE, HEALTH, SUPPLY, DEFENCE PRODUCTION, PRIMARY INDUSTRY, WORKS AND INTERIOR AND THE POSTMASTER-GENERAL'S DEPARTMENT—</p> <p><i>Action as in Part II if decided upon by the Cabinet before the War Stage.</i></p>	
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PART II — WAR STAGE
CHAPTER IV — ARMY MEASURES—(continued)

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
5. PROTECTION OF KEY POINTS AND ARMY ESTABLISHMENTS, AND THE PROVISION OF GUARDS FOR INTERNMENT CAMPS		
<p>Action as in Part I, if not already taken.</p>		

6. MOBILISATION AND EXPANSION OF THE REGULAR ARMY FIELD FORCE AND ITS EMPLOYMENT AS AN EXPEDITIONARY FORCE

<p>Upon receiving notification that the Cabinet has approved mobilisation and expansion of the Regular Army Field Force—</p> <p>DEPARTMENT OF THE ARMY—</p> <p>(i) Issue orders to Commands for the mobilisation and expansion of the Regular Army Field Force in accordance with the procedure in section 9, as appropriate.</p> <p>(ii) Inform the Departments of Defence, the Navy, Air, Labour and National Service, Supply, Defence Production, Works, Interior, Health and Primary Industry and Director-General of Security of the intention to mobilise and expand the Regular Army Field Force.</p>	<p>PRIME MINISTER'S DEPARTMENT—</p> <p>Inform the Commonwealth Relations Office of the intention to mobilise and expand the Regular Army Field Force.</p> <p>DEPARTMENTS OF THE TREASURY, LABOUR AND NATIONAL SERVICE, HEALTH, SUPPLY, DEFENCE PRODUCTION, PRIMARY INDUSTRY, WORKS AND INTERIOR AND THE POSTMASTER-GENERAL'S DEPARTMENT—</p> <p>Take action as in Section 9 as appropriate.</p>	
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PART I — PRECAUTIONARY STAGE
CHAPTER IV — ARMY 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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**7. EMPLOYMENT OF THE CITIZEN MILITARY FORCES
FIELD FORCE OVERSEAS**

<p>DEPARTMENT OF THE ARMY—</p> <p>Initiate action as in Part II if decided upon at this stage by Cabinet.</p>		
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**8. MOBILISATION OF THE CITIZEN MILITARY FORCES REQUIRED FOR THE
EXPANSION OF THE FIXED MACHINERY FOR ADMINISTRATION
AND TRAINING**

<p>DEPARTMENT OF THE ARMY—</p> <p>Upon receiving notification of the approval of the Cabinet—</p> <p>(i) <i>Issue orders to Commands for the call-up of the Citizen Military Forces required for the expansion of the fixed machinery for administration and training and follow the procedure in Section 9 as appropriate.</i></p> <p>(ii) <i>Inform the Departments of Defence, Navy, Air, Labour and National Service, Supply, Works, Defence Production, Interior and Health of the extent of mobilisation ordered.</i></p> <p>Upon the introduction of the precautionary stage—</p> <p>(iii) <i>If the Citizen Military Forces required for the expansion of the fixed machinery for administration and training have not already been mobilised take action as above.</i></p>	<p>DEPARTMENTS OF LABOUR AND NATIONAL SERVICE, TREASURY AND P.M.G.'s DEPARTMENT—</p> <p><i>Follow the procedure in Section 9 as appropriate.</i></p>	<p>Unless the strategic situation is such that invasion is likely to become imminent and thus require general mobilisation, the first step in the implementation of plans for expansion in war will be the mobilisation and expansion of the fixed machinery for administration and training. This step may be approved by the Cabinet prior to the Precautionary Stage through the procedure in Chapter II, Section 1, but mobilisation to the extent required for this purpose will be approved automatically by the adoption of the Precautionary Stage.</p> <p>Army call-up of the Citizen Military Forces carried out before the Precautionary Stage will be done under existing powers with the minimum of publicity and proclamations will therefore not be required before the Precautionary Stage (see Chapter II, Section 4(C)).</p>
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PART II — WAR STAGE
CHAPTER IV — ARMY 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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**7. EMPLOYMENT OF THE CITIZEN MILITARY FORCES
FIELD FORCE OVERSEAS**

<p>DEPARTMENT OF THE ARMY— On receiving notification from the Secretary, Prime Minister's Department, of the Cabinet's decision in regard to employment of the Citizen Military Forces Field Force overseas—</p> <p>(i) Advise all concerned of the Cabinet decision.</p> <p>(ii) Army Headquarters issue orders to Commands to revise plans for mobilisation of Citizen Military Forces to conform with the Cabinet decision.</p>	<p>PRIME MINISTER'S DEPARTMENT—</p> <p>(i) Advise the Departments of Defence, Navy, Army, Air and all other Commonwealth Departments and State Premiers of the decisions of the Cabinet in regard to the employment of the Citizen Military Forces overseas.</p> <p>(ii) Advise the Commonwealth Relations Office of the decision to employ the Citizen Military Forces overseas.</p>	<p>The question of the employment of the Citizen Military Forces overseas will be referred to the Cabinet when it is asked to approve the mobilisation and expansion of the Citizen Military Forces. (See Section 9).</p>
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**8. MOBILISATION OF THE CITIZEN MILITARY FORCES REQUIRED FOR THE
EXPANSION OF THE FIXED MACHINERY FOR ADMINISTRATION
AND TRAINING**

<p>Action as in Part I, if not already taken.</p>		
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PART I — PRECAUTIONARY STAGE
CHAPTER IV — ARMY MEASURES—(continued)

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
9. GENERAL MOBILISATION AND EXPANSION OF THE CITIZEN MILITARY FORCES		
<p>DEPARTMENT OF DEFENCE— <i>Action as in Section 6, Part I, Column (1).</i></p> <p>DEPARTMENT OF THE ARMY— <i>(i) If necessary arrange with the Defence Department for the question of the general mobilisation and expansion of the Citizen Military Forces and their employment overseas to be considered by the Defence Committee.</i> <i>(ii) Initiate action as in Part II if mobilisation and expansion of the Citizen Military Forces is decided upon at this stage by the Cabinet.</i></p>	<p>PRIME MINISTER'S DEPARTMENT— <i>(i) Action as in Section 6, Part I, Column (2).</i> <i>(ii) Action as in Part II if mobilisation and expansion of the Citizen Military Forces is decided upon at this stage by the Cabinet.</i></p> <p>DEPARTMENTS OF SUPPLY, POSTMASTER-GENERAL'S, PRIMARY INDUSTRY, WORKS, INTERIOR, TREASURY, LABOUR AND NATIONAL SERVICE, HEALTH, IMMIGRATION AND DEFENCE PRODUCTION, AND THE AUSTRALIAN BROADCASTING CONTROL BOARD— Initiate action as in Part II if mobilisation and expansion of the Citizen Military Forces is decided upon at this stage by the Cabinet.</p>	<p>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.</p>

10. PROCUREMENT OF EQUIPMENT AND SUPPLIES

<p>DEPARTMENT OF THE ARMY— <i>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).</i></p>	<p>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.</p>
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PART II — WAR STAGE
CHAPTER IV — ARMY 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. GENERAL MOBILISATION AND EXPANSION OF THE
CITIZEN MILITARY FORCES**

<p>DEPARTMENT OF THE ARMY—</p> <p>On receiving notification that the Cabinet has approved the mobilisation and expansion of the Citizen Military Forces—</p> <p>(i) Issue orders to Commands for the mobilisation and expansion of the Citizen Military Forces in accordance with the pre-arranged plans.</p> <p>(ii) Inform the Departments of Defence, Navy, Air, Labour and National Service, Supply, Defence Production, Works, Interior, Health, Primary Industry and the Director-General of Security of the intention to mobilise and expand the Citizen Military Forces.</p> <p>(iii) Inform the Department of Immigration and any other Commonwealth Department occupying military camps that they will be required for military purposes.</p> <p>(iv) Request the Treasury to provide the necessary funds to cover the expenses of the mobilisation and expansion of the Citizen Military Forces.</p> <p>(v) Arrange with the Department of Labour and National Service for the call-up of persons for enlistment in the Citizen Military Forces to the extent necessary.</p> <p>(vi) Request the Postmaster-General's Department and the Australian Broadcasting Control Board respectively to arrange for the provision of telegraphic and broadcasting facilities required for call-up purposes.</p>	<p>PRIME MINISTER'S DEPARTMENT—</p> <p>When the Cabinet gives its approval for the mobilisation and expansion of the Citizen Military Forces—</p> <p>(i) Arrange for the approval and gazettal of a Proclamation calling out the Citizen Forces if not already issued.</p> <p>(ii) Inform the Commonwealth Relations Office of the intention to mobilise and expand the Citizen Military Forces.</p> <p>DEPARTMENT OF THE TREASURY—</p> <p>At the instance of the Army arrange for the provision of the necessary funds to cover the mobilisation and expansion of the Citizen Military Forces.</p> <p>DEPARTMENTS OF SUPPLY, PRIMARY INDUSTRY AND DEFENCE PRODUCTION—</p> <p>In co-operation with the Army arrange for provision of stores, supplies and equipment.</p> <p>DEPARTMENTS OF WORKS AND INTERIOR—</p> <p>In co-operation with the Army arrange for the provision of accommodation.</p> <p>DEPARTMENT OF IMMIGRATION—</p> <p>Co-operate with the Army in the return of Military Camps.</p> <p>DEPARTMENT OF LABOUR AND NATIONAL SERVICE, AND DEPARTMENT OF HEALTH—</p> <p>In co-operation with the Army, arrange for calling up required recruits.</p> <p>POSTMASTER-GENERAL'S DEPARTMENT—</p> <p>Arrange for the provision of telegraphic facilities for call-up purposes as requested by the Department of the Army.</p> <p>AUSTRALIAN BROADCASTING CONTROL BOARD—</p> <p>Arrange for the provision of broadcasting facilities as requested by the Department of the Army.</p>	<p>The plans to be implemented will depend upon the decision of Cabinet regarding overseas employment of the Citizen Military Forces (see Section 7).</p> <p><i>Financial Requirements—</i></p> <p>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 Army'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.</p> <p>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.</p>
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10. PROCUREMENT OF EQUIPMENT AND SUPPLIES

Action as in Part I, if not already taken.

PART I—PRECAUTIONARY STAGE
CHAPTER IV—ARMY MEASURES—(continued)

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
11. QUARTERING		
<p>When quartering in an emergency becomes necessary—</p> <p>DEPARTMENT OF THE ARMY—</p> <p>(i) Request the Minister for the Army to make the Defence Quartering Order under National Security (General) Regulations or the Defence Act (see Chapter II, Section 2).</p> <p>(ii) When approved inform Departments of Defence, Navy, and Air and all Commands.</p> <p>(iii) Request the Department of the Treasury to provide funds for emergency quartering.</p>	<p>DEPARTMENT OF THE TREASURY—</p> <p>Provide the necessary funds to cover emergency quartering.</p>	

**12. IMPRESSMENT OF WAR MATERIEL, INCLUDING VEHICLES
AND EARTH-MOVING EQUIPMENT**

<p>DEPARTMENT OF THE ARMY—</p> <p>(i) Review dormant demands for war materiel (for which impressment may be necessary) which have been placed with the Department of Supply, Defence Production, Shipping and Transport and Works, and confirm details with those Departments of requirements.</p> <p>(ii) Provide agreed technical assistance to the Departments of Shipping and Transport and Works as may be required in implementing their plans for the impressment of vehicles and earth-moving equipment respectively.</p> <p>(iii) Arrange for the collection at agreed centres of war materiel which has been impressed.</p>	<p>DEPARTMENTS OF SUPPLY, WORKS, SHIPPING AND TRANSPORT AND DEFENCE PRODUCTION—</p> <p>Arrange for the impressment of war materiel as required by the Department of the Army and confirm details previously arranged regarding collection.</p>	<p>(See Chapter X, Section 2).</p>
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PART II — WAR STAGE
CHAPTER IV — ARMY 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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11. QUARTERING

Action as in Part I, if considered necessary.		
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**12. IMPRESSMENT OF WAR MATERIEL, INCLUDING VEHICLES
 AND EARTH-MOVING EQUIPMENT**

Action as in Part I, if not already taken.		
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PART I—PRECAUTIONARY STAGE
CHAPTER IV—ARMY 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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13. CONSTRUCTION OF WORKS OTHER THAN RAILWAY WORKS

DEPARTMENT OF THE ARMY—	DEPARTMENT OF WORKS—	
<p>(i) Review—</p> <p>(a) <i>pre-arranged plans for works required under the war plans together with plans for any acquisitions or hirings necessary for their implementation.</i></p> <p>(b) <i>dormant demands placed with the Department of Works for works required under the war plans and with the Department of the Interior for acquisitions or hirings necessary for their implementation and notify those Departments of any resultant amendments thereto.</i></p> <p>(c) <i>agreed priorities allocated to all works required under the war plans to be commenced in each stage and notify Department of Works of any variations in these priorities desired.</i></p> <p>(ii) <i>Request Department of Works to proceed with works specified in the dormant demands in accordance with agreed priorities.</i></p> <p>(iii) <i>Request Department of Interior to implement the dormant demands in a stated order of priority for the acquisition and/or hirings of lands, buildings, etc., necessary to implement the revised plans for works and inform the Department of Works accordingly.</i></p>	<p>(i) <i>Revise plans to meet Army Works requirements in accordance with amendments to dormant demands for works and agreed priorities allocated thereto submitted by Department of the Army.</i></p> <p>(ii) <i>Execute works as requested by Department of the Army in accordance with agreed priorities (see Chapter XVI, Section 4).</i></p> <p>DEPARTMENT OF THE INTERIOR—</p> <p><i>Implement such acquisitions and/or hirings as are requested by Department of the Army.</i></p> <p>DEPARTMENT OF THE TREASURY—</p> <p><i>At the instance of the Department of the Army.</i></p> <p>(a) <i>Take action to make available funds required to implement the Works programme including associated acquisition and/or hirings.</i></p> <p>(b) <i>Review in consultation with the Departments of the Navy, Army and Air wartime scales of delegation for expenditure on works which have been prepared in peace and if necessary arrange for such delegation to be issued.</i></p>	

14. PAY, ALLOWANCES, PAY ADMINISTRATION, ETC.

When it has been decided to call out the Citizen Military Forces—	DEPARTMENT OF THE TREASURY—	
<p>DEPARTMENT OF THE ARMY—</p> <p><i>In consultation with the Department of the Treasury—</i></p> <p>(i) <i>Review the draft Army War Financial Regulations.</i></p> <p>(ii) <i>When necessary request the Prime Minister's Department to submit to the Governor-General in Council, the National Security (Army War Financial) Regulations and to arrange for their gazettal upon their being made.</i></p> <p><i>On receiving notification from the Secretary, Prime Minister's Department of the making of the Army War Financial Regulations—</i></p> <p>(iii) <i>Issue the necessary instructions to all Army authorities concerned.</i></p> <p>(iv) <i>Confer with Postmaster-General's Department and Banking Institutions to ensure the war procedure arranged for payment of allotments and allowances through Post Offices and Banks, is ready to operate.</i></p>	<p><i>Co-operate with the Department of the Army in reviewing War Financial Regulations.</i></p> <p>PRIME MINISTER'S DEPARTMENT—</p> <p><i>Secure the making and gazettal of the National Security (Army War Financial) Regulations in accordance with the request from the Department of the Army.</i></p>	

PART II — WAR STAGE
CHAPTER IV — ARMY 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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13. CONSTRUCTION OF WORKS OTHER THAN RAILWAY WORKS

Action as in Part I, if considered necessary.		
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14. PAY, ALLOWANCES, PAY ADMINISTRATION, ETC.

Action as in Part I when it has been decided to call out the Citizen Military Forces, if not already taken.		
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COMMONWEALTH WAR BOOK

CHAPTER V

AIR FORCE 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 V—AIR FORCE 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. THE EMPLOYMENT OF UNITS OF THE
ROYAL AUSTRALIAN AIR FORCE SERVING OVERSEAS**

<p>DEPARTMENT OF AIR—</p> <p><i>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 Air Force serving overseas.</i></p> <p>DEPARTMENT OF DEFENCE—</p> <p>(i) <i>Comply with the request of the Department of Air.</i></p> <p>(ii) <i>Arrange for the Minister for Defence, in conjunction with the Minister for Air, to submit recommendations to the Cabinet in regard to the future employment of Royal Australian Air Force units serving overseas.</i></p>	<p>PRIME MINISTER'S DEPARTMENT—</p> <p><i>Advise the Departments of Defence, Air, Navy and Army of the decision of the Cabinet.</i></p>	<p>Units of the Royal Australian Air Force 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 to consider, on the advice of the Defence Committee, the future employment of such units. This measure is listed in Appendix "A", Schedule 1, and will be considered by the Defence Committee on the threat of war in accordance with Chapter II, Section 1.</p>
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2. DEFENCE AGAINST AIR ATTACK

<p>DEPARTMENT OF DEFENCE—</p> <p>(i) <i>Arrange for the Defence Committee to advise the Minister for Defence in regard to the following matters, and to keep them under review:—</i></p> <p>(a) <i>the probability and imminence of air attacks by the prospective enemy;</i></p> <p>(b) <i>the expected nature of such attacks and the likely target areas;</i></p> <p>(c) <i>the extent to which the air defence plan should be implemented.</i></p> <p>(ii) <i>If air defences are required prior to the Precautionary Stage arrange for the Minister for Defence to seek the approval of the Cabinet.</i></p> <p>(iii) <i>Arrange for the attendance of the Chiefs of Staff at the meeting of the Cabinet at which the subject will be considered.</i></p> <p>(iv) <i>Upon the introduction of the Precautionary Stage arrange for the Defence Committee to advise the extent to which the Air Defence Plan should be implemented, if it has not already been done, and inform the Departments of Air, Army and Navy, accordingly.</i></p> <p>DEPARTMENT OF AIR—</p> <p>(i) <i>Upon receiving notification from the Prime Minister's Department that the Cabinet has approved of the provision of defence against air attack:—</i></p> <p>(a) <i>arrange for the call-up of the Citizen Air Force required for manning air defence units in accordance with Section 5 of this Chapter, as appropriate;</i></p> <p>(b) <i>provide the scale of air defence approved by the Cabinet;</i></p> <p>(c) <i>consult with the Departments of Navy and Army in the organisation of Air Defence Headquarters;</i></p>	<p>PRIME MINISTER'S DEPARTMENT—</p> <p><i>Advise the Departments of Defence, Navy, Army, Air, Supply, Territories, Civil Aviation, Defence Production and Interior and the Premiers of all State Governments of the decisions of the Cabinet.</i></p> <p>DEPARTMENT OF THE ARMY—</p> <p>(i) <i>Arrange for the manning of Anti-Aircraft Defences to the extent approved, in accordance with Chapter IV, Section 4.</i></p> <p>(ii) <i>Co-operate in the organisation of Air Defence Headquarters.</i></p> <p>DEPARTMENT OF THE NAVY—</p> <p><i>Co-operate in the Air Defence Plan as arranged and in the organisation of Air Defence Headquarters.</i></p> <p>DEPARTMENTS OF ARMY AND LABOUR AND NATIONAL SERVICE—</p> <p><i>Action in connection with the call-up of the Citizen Air Force as in Section 5 as appropriate.</i></p> <p>DEPARTMENT OF INTERIOR—</p> <p><i>Arrange for the hiring of land and buildings as required by the Department of Air.</i></p>	<p>The implementation of the Air Defence Plan 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, to the extent recommended, by the Defence Committee, by the introduction of the Precautionary Stage.</p> <p>In accordance with the Air Defence Plan, defence against air attack will be provided by the air defence organisation, by the anti-aircraft defences manned by the Army, and by the Navy in accordance with pre-arranged plans.</p> <p>In order to avoid undue publicity, the Volunteer Air Observation Corps will not normally be alerted before the Precautionary Stage.</p> <p>The call-up of Citizen Air Force Reservists before the Precautionary Stage will be carried out under existing powers with the minimum of publicity.</p> <p>The authority for the establishment of the Volunteer Air Observation Corps will be provided by the National Security (General) Regulations. (See Chapter II, Section 2).</p>
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PART II — WAR STAGE
CHAPTER V — AIR FORCE 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. THE EMPLOYMENT OF UNITS OF THE
ROYAL AUSTRALIAN AIR FORCE SERVING OVERSEAS**

<p>Action as in Part I, if not already taken.</p>		
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2. DEFENCE AGAINST AIR ATTACK

<p>DEPARTMENT OF DEFENCE— If the Air Defence Plan has not already been implemented arrange for the Defence Committee to advise the extent to which it should be implemented.</p> <p>DEPARTMENT OF AIR— Implement the Air Defence Plan to the extent recommended by the Defence Committee, as in Part I, if not already implemented.</p>	<p>PRIME MINISTER'S AND POSTMASTER-GENERAL'S DEPARTMENTS AND DEPARTMENTS OF THE NAVY, ARMY, INTERIOR AND CIVIL AVIATION AND LABOUR AND NATIONAL SERVICE— Action as in Part I, if not already taken.</p>	
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PART I—PRECAUTIONARY STAGE
CHAPTER V—AIR FORCE MEASURES—(continued)

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
2. DEFENCE AGAINST AIR ATTACK—(continued)		
<p>DEPT. OF AIR—(continued)</p> <p>(d) <i>if necessary arrange for the requisitioning of aerodromes required for defence against air attack. See Section 11.</i></p> <p>(e) <i>arrange for the hiring of land or buildings required for radar sites, Air Defence Headquarters, etc., in accordance with Section 11;</i></p> <p>(f) <i>institute such air restrictions as may be necessary (see Chapter XI).</i></p> <p>(ii) Upon the introduction of the Precautionary Stage:—</p> <p>(a) <i>Institute measures as above for the implementation of the air defence plan.</i></p> <p>(b) <i>organise the Volunteer Air Observation Corps in the areas required and if necessary request the Postmaster-General's Department to institute the pre-arranged procedure for the use of telephone facilities and priority in calls from observers reporting aircraft movements.</i></p>	<p>DEPARTMENT OF CIVIL AVIATION—</p> <p style="text-align: center;"><i>Co-operate with the Department of Air in the requisitioning of aerodromes if required and in the institution of Air restrictions as necessary.</i></p> <p>POSTMASTER-GENERAL'S DEPARTMENT—</p> <p style="text-align: center;"><i>On receipt of request from the Department of Air institute the pre-arranged procedure for use of telephone lines and priority in calls from observers reporting aircraft movements.</i></p>	

**3. MOBILISATION OF THE CITIZEN AIR FORCE FOR MANNING UNITS
REQUIRED FOR DEFENCE OF SEA COMMUNICATIONS**

<p>DEPARTMENT OF AIR—</p> <p>(i) <i>If it has not been dealt with by the procedure in Chapter II, Section 1, and is considered necessary prior to the Precautionary Stage, arrange for the Minister for Air, after consulting the Minister for Defence, to seek the approval of the Cabinet to the mobilisation of the Citizen Air Force required for defence of sea communications.</i></p> <p>(ii) <i>Upon receiving notification of the approval of the Cabinet to the mobilisation of the Citizen Air Force required for defence of sea communications:—</i></p> <p>(a) <i>issue orders to commands for the mobilisation of the Citizen Air Force allocated to units responsible for defence of sea communications, in accordance with the procedure in Section 5, as appropriate;</i></p> <p>(b) <i>inform the Departments of Defence, Defence Production, Navy, Army, Supply, Works, Labour and National Service and Health of the degree of mobilisation ordered.</i></p> <p>(iii) <i>Upon the institution of the Precautionary Stage take action as in (a) and (b) above.</i></p>	<p>DEPARTMENT OF ARMY AND LABOUR AND NATIONAL SERVICE—</p> <p style="text-align: center;"><i>Action as in Section 5, as appropriate.</i></p>	<p>Mobilisation of the Citizen Air Force required for Defence of Sea Communications 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>In accordance with the plan for defence of Sea Communications Citizen Air Force members of the Maritime Reconnaissance Squadrons, and Maritime Headquarters may be required for duty prior to the Precautionary Stage.</p> <p>See reference to call-up of Citizen Air Force Reservists in Section 2, Column 3.</p>
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PART II — WAR STAGE
CHAPTER V — AIR FORCE 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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2. DEFENCE AGAINST AIR ATTACK—(continued)

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**3. MOBILISATION OF THE CITIZEN AIR FORCE FOR MANNING UNITS
 REQUIRED FOR DEFENCE OF SEA COMMUNICATIONS**

Action as in Part I, if not already taken.		
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PART I—PRECAUTIONARY STAGE
CHAPTER V—AIR FORCE 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. MOBILISATION OF RESERVISTS FOR GUARDING KEY POINTS, FOR THE
PROTECTION OF R.A.A.F. ESTABLISHMENTS AND FOR
SPECIAL PRELIMINARY PREPARATIONS**

<p>DEPARTMENT OF AIR—</p> <p>(i) <i>If the situation demands and it has not been dealt with by the procedure in Chapter II, Section 1, arrange for the Minister for Air, after consulting the Minister for Defence, to seek the approval of the Cabinet to the mobilisation, prior to the Precautionary Stage, of Reservist volunteers for the protection of R.A.A.F. Establishments and/or for special preliminary preparations.</i></p> <p>(ii) <i>On receipt of Cabinet approval to the mobilisation of Reservists for guarding key points, the protection of R.A.A.F. establishments and/or for special preliminary preparations, instruct Headquarters of R.A.A.F. Commands to issue the necessary call-up notices and follow the procedure in Section 5 as appropriate.</i></p> <p>(iii) <i>Upon the introduction of the Precautionary Stage take action as above for the mobilisation of Reservists for any of the measures mentioned which have not been implemented.</i></p>	<p>DEPARTMENTS OF LABOUR AND NATIONAL SERVICE AND ARMY—</p> <p style="text-align: center;"><i>Action as in Section 5 as appropriate.</i></p>	<p>The Royal Australian Air Force will be responsible for the protection of Air Force establishments against sabotage, and may be responsible for guarding certain key points (see Chapter VI, Section 3). Special preliminary preparations include Intelligence, Censorship, Administration and Medical.</p> <p>The mobilisation of volunteers from the R.A.A.F. Reserve for the guarding of key points, the protection of R.A.A.F. Establishments and special preliminary preparations requires the approval of the Cabinet. These measures are considered by the Defence Committee on the threat of war (see Chapter II, Section 1 and Appendix "A", Schedule 1) and are automatically approved by the introduction of the Precautionary Stage.</p> <p>See Chapter VI, Section 2, regarding the calling up of R.A.A.F. Reservists for the guarding of key points.</p> <p>See reference to call-up of Citizen Air Force Reservists in Section 2, Column 3 of this Chapter.</p>
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5. GENERAL MOBILISATION

<p>DEPARTMENT OF DEFENCE—</p> <p><i>Action as in Chapter III, Section 4(C). Consideration of the employment of forces overseas includes, in the case of the Air Force, the employment of an Air Force Unit overseas.</i></p> <p>DEPARTMENT OF AIR—</p> <p>(i) <i>If necessary arrange with the Defence Department for the question of the general mobilisation of the Air Force and the employment of an Air Force Unit overseas to be considered by the Defence Committee.</i></p> <p>(ii) <i>If the situation so warrants, and time permits, issue a warning order to Headquarters of Royal Australian Air Force Commands.</i></p> <p>(iii) <i>Upon receiving notification of the order of the Cabinet to mobilise the Air Force:—</i></p> <p>(a) <i>consult the Department of Labour and National Service in regard to the procedure for mobilisation;</i></p> <p>(b) <i>issue the order to mobilise to the extent ordered by the Cabinet and take the necessary consequential administrative steps provided in the Mobilisation Plans;</i></p> <p>(c) <i>make arrangements to give effect to plans for the despatch of an Air Force Unit if this step is approved by the Cabinet;</i></p> <p>(d) <i>inform Army Movement Control of the anticipated rail requirements;</i></p>	<p>PRIME MINISTER'S DEPARTMENT—</p> <p style="text-align: center;"><i>Action as in Chapter III, Section 4(C).</i></p> <p>DEPARTMENT OF LABOUR AND NATIONAL SERVICE—</p> <p style="text-align: center;"><i>Co-operate with the Department of Air in the mobilisation of the Air Force.</i></p> <p>DEPARTMENT OF THE ARMY—</p> <p style="text-align: center;"><i>Army Movement Control arrange the required priority for the movement of Air Force personnel by land transport as requested by the Department of Air.</i></p> <p>POSTMASTER-GENERAL'S DEPARTMENT—</p> <p style="text-align: center;"><i>On receipt of a request from the Department of Air arrange to keep open telegraph offices as necessary.</i></p> <p>AUSTRALIAN BROADCASTING CONTROL BOARD—</p> <p style="text-align: center;"><i>Arrange for the provision of broadcasting facilities for call-up purposes as requested by the Department of Air.</i></p>	<p>The proclamation calling out the Citizen Forces is an essential preliminary to mobilisation and must be issued when general mobilisation is ordered whether the Precautionary Stage has been formally instituted or not.</p> <p>Recommendations in regard to the employment of the Royal Australian Air Force overseas will include recommendations as to the composition and availability of such a force.</p> <p><i>Financial Requirements—</i></p> <p>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 Air Force'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.</p> <p>In addition, upon the occurrence of a state of war or emergency it is essential to increase the powers of responsible officers in the authorization of expenditure and write off, 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.</p>
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PART II — WAR STAGE
CHAPTER V — AIR FORCE 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. MOBILISATION OF RESERVISTS FOR GUARDING KEY POINTS, FOR THE
 PROTECTION OF R.A.A.F. ESTABLISHMENTS AND FOR
 SPECIAL PRELIMINARY PREPARATIONS**

DEPARTMENT OF AIR—

Take action as in Part I for the mobilisation of reservists for the protection of key points and R.A.A.F. Establishments, and for special preliminary preparations, if these measures have not already been implemented.

**DEPARTMENTS OF LABOUR
 AND NATIONAL SERVICE AND
 ARMY—**

Take action as in Part I if not already taken.

5. GENERAL MOBILISATION

Action as in Part I, if not already taken.

PART I—PRECAUTIONARY STAGE
CHAPTER V—AIR FORCE 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. GENERAL MOBILISATION—(continued)

DEPT. OF AIR—(continued)

- (e) request the Postmaster-General's Department to keep telegraph offices open as necessary for the issue of calling up notices or recall from leave telegrams, and if required request the Australian Broadcasting Control Board to arrange for the provision of broadcasting facilities for call-up purposes;
- (f) transmit to the Prime Minister's Department a draft telegram informing the Commonwealth Relations Office of the decision to mobilise, the extent of the mobilisation ordered and the estimated time by which the Air Force will be ready to undertake active operations;
- (g) arrange with the Department of the Treasury for the provision of the necessary funds to cover the expenses of Air Force mobilisation and for an increase in the powers of responsible officers in the authorisations of expenditure and write-off.

**DEPARTMENT OF THE
TREASURY—**

Provide the necessary funds to cover the expenses of mobilisation by the Air Force, and in consultation with the Department of Air arrange the necessary authorisation for an increase in the powers of responsible officers for the authorisation of expenditure and write-off.

**6. IMPRESSMENT OF WAR MATERIEL, INCLUDING AIRCRAFT AND
AIRCRAFT SPARES**

See Chapter X, Section 2

The Department of Air will consult the Department of Civil Aviation in regard to the impressment of Aircraft and Aircraft Spares.

7. BILLETING

DEPARTMENT OF AIR—

If available Air Force living accommodation is not adequate for mobilisation purposes, communicate details of billets required for mobilisation purposes to the Department of the Army.

DEPARTMENT OF THE ARMY—

Provide billets to meet the requirements of Air Force personnel as requested by the Department of Air.

The quartering arrangements of the Department of Army provide for the billeting of Air Force personnel if other existing and projected quartering arrangements prove inadequate.

8. EXECUTION OF WORKS

DEPARTMENT OF AIR—

Review existing works priorities and ensure that camp works which are required for mobilisation purposes are given suitable priority.

DEPARTMENT OF WORKS—

Vary existing priorities for Air Force works in accordance with the requirements of the Department of Air.

The execution of such additional works at places of mobilisation of units of the Royal Australian Air Force will be carried out by the Department of Works or by Air Force personnel according to the nature and location of such works.

PART II — WAR STAGE
CHAPTER V — AIR FORCE 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. GENERAL MOBILISATION—(continued)

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6. IMPRESSMENT OF WAR MATERIEL, INCLUDING AIRCRAFT AND AIRCRAFT SPARES

See Chapter X, Section 2

7. BILLETING

Action as in Part I, if not already taken.		
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8. EXECUTION OF WORKS

Action as in Part I, if not already taken.		
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PART I—PRECAUTIONARY STAGE
CHAPTER V—AIR FORCE 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. PAY, ALLOWANCES, PAY ADMINISTRATION AND WAR PENSIONS

DEPARTMENT OF AIR—

(i) Request the Prime Minister's Department to submit to the Governor-General in Council the National Security (Air Force War Financial) Regulations and to arrange for their gazettal upon their being made.

(ii) On receipt of advice that the National Security (Air Force War Financial) Regulations have been approved make arrangements to implement the Regulations.

(iii) Co-operate with the Public Service Board in arrangements to augment the civilian pay staff in the Department of Air.

(iv) Confer with the Postmaster-General's Department and Banking Institutions to ensure that the war procedure arranged for payment of allotments and allowances through Post Offices and Banks is ready to operate.

**PRIME MINISTER'S
DEPARTMENT—**

Secure the making and gazettal of the National Security (Air Force War Financial) Regulations in accordance with the request from the Department of Air.

PUBLIC SERVICE BOARD—

The Public Service Board will implement the arrangements to augment civilian pay staff in the Department of Air.

In order to provide for service under wartime conditions, the existing Air Force Financial Regulations will be supplemented by additional legislation. Draft National Security (Air Force War Financial) Regulations with provisions in regard to rates of pay, allowances, allotments, pay administration, pensions, etc., will be prepared in advance and maintained in an up-to-date condition by the Department of Air, where they will be held for use in an emergency. As any alteration to rates of pay, allowances, pensions, etc., will probably be common to the Navy, Army and Air Force, all necessary action will be taken by the Department of the Treasury (Defence Division) after consultation, as requisite, with the Naval, Military and Air Boards.

During peace, arrangements will be made with the Public Service Board to augment the civilian pay staff in the Department of Air upon mobilisation of the Royal Australian Air Force. Arrangements will be made for the re-distribution of available personnel and engagement of additional employees in time of emergency and in war, so as to ensure that adequate staff is provided to enable effective administration of Services pay.

10. PROCUREMENT OF EQUIPMENT AND SUPPLIES

DEPARTMENT OF AIR—

Review forecasts of requirements placed with the Department 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.

11. HIRING OF LAND AND REQUISITIONING OF AERODROMES, ETC.

DEPARTMENT OF AIR—

(i) *In consultation with the Department of Civil Aviation review plans for the use of aerodromes, landing grounds, hangars, petrol installations, etc.*

(ii) *Review plans for requisitioning of land or property other than as mentioned in item (i) above.*

(iii) *Take possession of land and buildings required prior to the precautionary stage and inform the Department of the Interior in accordance with Chapter XV, Section 1, Column 1 (ii).*

Upon the order to mobilise—

(iv) Request the Department of the Interior to requisition aerodromes, landing grounds and fixed installations or to hire other property as may be required in accordance with existing plans as confirmed or varied in the light of the current situation.

**DEPARTMENT OF
CIVIL AVIATION—**

Co-operate with the Departments of Air and Interior in planning for, and provide technical assistance for, the requisitioning of aerodromes, landing grounds and installations.

**DEPARTMENT OF
THE INTERIOR—**

Carry out requisitioning or hiring action on behalf of the Department of Air.

Additional bases may be required for the operation of existing Air Force units and plans will be prepared in peace time in conjunction with the Department of Civil Aviation for the use of aerodromes, landing grounds, and fixed installations if necessary.

It will probably be necessary to acquire land or requisition property in order to establish and operate newly formed units, in particular, elements of the Air Defence organisation and embarkation depots, and to expand existing units of the training and maintenance organisation.

Forecasts of the abovementioned requirements for hirings will be prepared in time of peace and lodged with the Department of the Interior for action in time of emergency, subject to such variation in plans as may be found necessary at the time.

PART II — WAR STAGE
CHAPTER V — AIR FORCE 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. PAY, ALLOWANCES, PAY ADMINISTRATION AND WAR PENSIONS

Action as in Part I, if not already taken.		
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10. PROCUREMENT OF EQUIPMENT AND SUPPLIES

Action as in Part I, if not already taken.		
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11. HIRING OF LAND AND REQUISITIONING OF AERODROMES, ETC.

Action as in Part I as requisite.		
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PART I—PRECAUTIONARY STAGE
CHAPTER V—AIR FORCE 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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11. HIRING OF LAND AND REQUISITIONING OF AERODROMES—(continued)

<p>DEPT. OF AIR—(continued)</p> <p>(v) Provide technical assistance to the Department of the Interior in the requisitioning of aerodromes, landing grounds and fixed installations.</p> <p>(vi) Request the Department of Interior to delegate powers for possession of hirings to selected officers of the Royal Australian Air Force.</p>		<p>The Department of the Interior, which is responsible for hirings, will delegate powers for possession to Service Officers. The Department of Air will take possession of land and buildings required prior to the Precautionary Stage under the powers conferred by the Defence Act 1903-1953 (see Chapter XV, Section 1).</p>
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12. CO-OPERATION WITH THE NAVY AND ARMY

<p>DEPARTMENT OF AIR—</p> <p>(i) Arrange with the Department of Defence for a meeting of the Chiefs of Staff Committee to confirm or to vary, as necessary, current plans for co-operation with the Navy and Army.</p> <p>(ii) Give effect to Chiefs of Staff Committee decisions arising out of above meeting.</p>	<p>DEFENCE DEPARTMENT—</p> <p>(i) Arrange a meeting of the Chiefs of Staff Committee as requested by the Department of Air.</p> <p>(ii) Arrange for early decision by the Minister for Defence on any matters arising out of this meeting which require the approval of the Minister.</p> <p>(iii) Inform the Departments of Navy, Army and Air, of the decisions of the Minister.</p>	<p>Responsibilities of the Royal Australian Air Force and Royal Australian Navy for the provision in war of air defence, reconnaissance, etc., and the nature and extent of co-operation between the two services will be defined in peace. These plans will be subject to review during the period of tension preceding the outbreak of war.</p> <p>The procedure for co-operation between Royal Australian Air Force and Royal Australian Artillery Units in the provision of defence against air attack will be prepared in peacetime. General arrangements, together with details of procedure for Air Co-operation with the Army will be prepared similarly during peace. The foregoing plans and procedure will be subject to review during the period of tension preceding such outbreak.</p>
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13. CONTROL OF METEOROLOGICAL SERVICES

At the inception of the Precautionary Stage and during war, subject to the approval of the Cabinet, the general control of meteorological services for the Defence Forces and for the civilian population will be vested in the Air Board, provided that any alteration made to Navy and Army arrangements will be made in consultation with the respective departments.

2. The Meteorological Branch will be transferred from the Department of Interior to the Department of Air in order to enable control as at paragraph 1 above. Transfer of control should not be allowed to result in division and duplication of the organisation of meteorological facilities. (See Chapter XIV, Section 5(c).)

3. As far as is possible in time of peace, detailed arrangements for the control of the Meteorological Service by the Air Board will be prepared by the Department of Air in consultation with the Director of Meteorological Services, subject to the concurrence of the Department of Interior and in consultation with the Departments of Civil Aviation, Primary Industry and other Departments and authorities concerned.

4. In time of war, the trained administrative and professional officers of the Meteorological Bureau should continue to serve in the Meteorological Organisation rather than that they should be withdrawn for service in the Armed Forces, except in so far as they may be required for service in the Royal Australian Air Force.

5. In peace, the Meteorological Organisation will revert to a civilian status.

<p>DEPARTMENT OF AIR—</p> <p>(i) Arrange for the Minister for Air to seek the approval of the Cabinet to the transfer of Meteorological Services from the Department of the Interior to the Department of Air.</p> <p>(ii) Co-operate with the Department of the Interior in all matters associated with the transfer of the Meteorological Service.</p> <p>(iii) Initiate action to give effect to the arrangements for transfer.</p>	<p>PRIME MINISTER'S DEPARTMENT—</p> <p>Inform the Departments of Air and the Interior, all other Departments and State Premiers of the decision of the Cabinet.</p>	<p>In addition to the ordinary responsibilities of a Director of a Specialist Service, the Director of Meteorology will be responsible to Chief of the Air Staff for advice as to the organisation of the meteorological facilities to meet the co-ordinated requirements of the Armed Services and civilian users. As Director of Commonwealth Meteorological Services, he will control and direct the civilian personnel</p>
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PART II — WAR STAGE
CHAPTER V — AIR FORCE 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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11. HIRING OF LAND AND REQUISITIONING OF AERODROMES—(continued)

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12. CO-OPERATION WITH THE NAVY AND ARMY

Action as in Part I, if not already taken.		
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13. CONTROL OF METEOROLOGICAL SERVICES

Action as in Part I, if not already taken.		
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PART I—PRECAUTIONARY STAGE
CHAPTER V—AIR FORCE 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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13. CONTROL OF METEOROLOGICAL SERVICES—(continued)

<p>DEPT. OF AIR—(continued)</p> <p>(iv) On being notified of the approval of the Cabinet to the transfer of the meteorological services to the Department of Air:—</p> <p>(a) appoint the Commonwealth Director of Meteorological Services as Director of Meteorology in the Royal Australian Air Force;</p> <p>(b) assume responsibility for the general control of Meteorological Services for the Defence Forces and for the civilian population.</p> <p>DEPARTMENT OF THE INTERIOR—</p> <p>Co-operate with the Department of Air in all matters associated with the transfer of the Meteorological Services.</p>	<p>DEPARTMENT OF LABOUR AND NATIONAL SERVICE—</p> <p>Ensure, if possible, that trained administrative and professional officers of the Meteorological Bureau continue to serve in the Meteorological Organisation.</p>	<p>in the general operation and administration of the meteorological organisation, subject to the provision of meteorological service and facilities as required by the Chief of the Air Staff.</p>
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PART II — WAR STAGE
CHAPTER V — AIR FORCE 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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13. CONTROL OF METEOROLOGICAL SERVICES—(continued)

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COMMONWEALTH WAR BOOK

CHAPTER VI

SPECIAL INTERNAL SECURITY 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 VI — SPECIAL INTERNAL SECURITY 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. SUBVERSIVE ACTION OR CIVIL DISTURBANCE

Draft National Security (General) Regulations (See Chapter II, Section 2) will include provision for the making of orders imposing on any person such restrictions as may be necessary to prevent him from acting in a manner prejudicial to the public safety or the defence of the Commonwealth. These restrictions can be applied to any suspected person, irrespective of his nationality, but they would be applied only to individuals as such. The Minister for Defence will seek the approval of the Cabinet to his introducing the National Security Bill in Parliament, and making the National Security (General) Regulations, during the currency of the precautionary stage, or, alternatively immediately after the outbreak of war.

(A) MEASURES TO PREVENT CIVIL DISTURBANCE

Anti-war strikes and other disturbances such as civil disobedience may be fostered either from within or from outside Australia for the purpose of being directly or indirectly of assistance to an enemy or a potential enemy. It may be necessary to counter such activities by declaring a state of emergency.

**ATTORNEY-GENERAL'S
DEPARTMENT—**

In consultation with the Director-General of Security and Commonwealth and State Departments concerned, watch the industrial situation for signs of anti-war strikes or other disturbances with a view to action under Section 30J of the Crimes Act or other appropriate Commonwealth or State law.

**(B) DETENTION AND RESTRICTION ORDERS AND ADMINISTRATIVE MEASURES
RELATING TO INDIVIDUALS**

**DIRECTOR-GENERAL
OF SECURITY—**

(i) Consider the individuals upon whom orders should be made for detention, or for restriction of movement, activities or employment.

(ii) Provide the Attorney-General with a list of the persons for whom it is recommended that detention or restriction orders be made—the list to be accompanied by such information, in documentary form, as the Director-General of Security thinks relevant.

(iii) Arrange for the Attorney-General to bring before Cabinet the question of the policy to be adopted in relation to the detention of subversive British subjects or the imposition of any restrictions upon them, and the timing of any action which it is decided to take.

(iv) In accordance with the policy approved by the Cabinet, arrange for signature of Detention and Restriction Orders and for their transmission to appropriate Commonwealth or State authorities for execution.

(v) Notify the Department of the Army of the number and distribution of detainees by sexes for whom it is expected that accommodation will be required.

**ATTORNEY-GENERAL'S
DEPARTMENT—**

Consider, in consultation with the Director-General of Security, the establishment of Advisory Committees (Security) in each State and Territory to deal with objections to detention and restriction orders made under National Security (General) Regulations.

DEPARTMENT OF THE ARMY—

(i) Prepare camps for the reception of detainees as notified by the Director-General of Security.

(ii) Request the Prime Minister's Department to submit to the Governor-General in Council the Internment Camp Regulations and to arrange for their gazettal upon their being made.

**PRIME MINISTER'S
DEPARTMENT—**

Secure the making and gazettal of the Internment Camp Regulations in accordance with the request from the Department of the Army.

One or more Advisory Committees will be appointed for the purpose of considering and making recommendations to the Attorney-General with respect to any objections against restrictions or detention orders.

The (Aliens Control) regulations will provide that every Advisory Committee appointed under the (General) regulations shall be an Aliens Control Tribunal appointed under the (Aliens Control) regulations.

The Internment Camp regulations will be prepared in peace by the Department of the Army. (See Chapter II, Section 2.)

Separate internment camps will not be provided for enemy aliens and individuals (Chapter VII, Section 3). The Department of the Army will co-ordinate action under the respective headings.

PART II — WAR STAGE
CHAPTER VI — SPECIAL INTERNAL SECURITY 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. SUBVERSIVE ACTION OR CIVIL DISTURBANCE

(A) MEASURES TO PREVENT CIVIL DISTURBANCE

Action as in Part I.		
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(B) DETENTION AND RESTRICTION ORDERS AND ADMINISTRATIVE MEASURES
 RELATING TO INDIVIDUALS

<p>Action as in Part I, if not already taken.</p> <p>ATTORNEY-GENERAL'S DEPARTMENT—</p> <p>Establish Advisory Committees (Security) as arranged after consultation referred to in Part I, column (1).</p> <p>DIRECTOR-GENERAL OF SECURITY</p> <p>Arrange with the appropriate authorities for service of detention and restriction orders and for the detention of persons for whom detention orders have been signed.</p>		
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PART I—PRECAUTIONARY STAGE

CHAPTER VI—SPECIAL INTERNAL SECURITY MEASURES—(continued)

Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
(C) MEASURES TO CONTROL LIKELY SUBVERSIVE ORGANISATIONS		
<p>DIRECTOR-GENERAL OF SECURITY</p> <p>Consider in consultation with the Attorney-General's Department whether before or on the outbreak of war, any action should be taken against any organisation likely to engage in subversive activity in the event of war.</p>		<p>Draft Subversive Associations Regulations will be prepared in peace by the Attorney-General's Department. (See Chapter II, Section 2.)</p>
<p>ATTORNEY-GENERAL'S DEPARTMENT—</p> <p>If it is decided that action should be taken request the Prime Minister's Department to submit to the Governor-General in Council the Subversive Associations Regulations and to arrange for their gazettal upon their being made.</p>	<p>PRIME MINISTER'S DEPARTMENT—</p> <p>Secure the making and gazettal of the National Security (Subversive Associations) Regulations in accordance with the request from the Attorney-General's Department.</p>	

2. PROTECTION OF KEY POINTS

Certain installations and facilities, designated key points, whose functioning is of major importance for the national war effort or for the maintenance of the life of the community, will, in an emergency, require protection against espionage and sabotage by ill-disposed persons and enemy agents.

2. The Department of Defence will be responsible for the promulgation of a list of key points.

3. The responsibility for the protection of a key point against subversive activity or sabotage in the event of an emergency will rest with:—

- (i) the responsible Commonwealth Department or Authority in the case of key points directly under Commonwealth control;
- (ii) State Governments in the case of key points directly under the control of State Governments;
- (iii) the controlling authority or management in the case of key points privately operated.

4. Sponsoring authorities are nominated for privately operated key points with responsibility for nominating the establishments to be classed as key points and informing the managements of them as necessary. Advice concerning security arrangements for privately operated key points is given by the Australian Security Intelligence Organisation.

5. The responsible authority, as defined in paragraph 3 above, should arrange for security plans to be prepared in consultation with the Director-General of Security, who is responsible for advice, to ensure that key points will be protected when necessary and that such protection can be provided at short notice.

6. As far as possible, the protection of a key point should be organised from within the resources of the establishment concerned. Where the plans referred to in paragraph 5 above call for the use of external guards which cannot be provided by the establishment, the responsibility for providing them will rest with the Attorney-General's Department (Commonwealth Investigation Service) in the case of key points for which the Commonwealth Government is responsible and in the case of privately operated key points, or with the State Government concerned in the case of key points for which the State Governments are responsible.

7. The Services may be required to provide guards initially for the protection of key points in accordance with arrangements made with the Attorney-General's Department (Commonwealth Investigation Service).

8. Service establishments are not included in the list of key points and Service Departments will arrange for their protection as they consider necessary.

<p>DEPARTMENT OF DEFENCE—</p> <p>(i) Prior to the review by the Defence Committee referred to in Chapter II, Section 1, arrange for the Internal Security Sub-committee to advise the Defence Committee what key points it is necessary to protect prior to the Precautionary Stage, and the number of external guards which the Navy, Army and Air Force will be required to provide for their protection.</p> <p>(ii) Arrange for the Internal Security Sub-Committee to keep the protection of key points prior to the Precautionary Stage, under review, having regard to the decisions of the Cabinet in respect of the recommendations in (i) above, and to make further recommendations to the</p>	<p>PRIME MINISTER'S DEPARTMENT—</p> <p>Inform all State Governments and Commonwealth Departments of decisions of the Cabinet regarding the protection of key points.</p> <p>SPONSORING DEPARTMENTS—</p> <p>(i) Advise the controlling authorities of privately operated key points which are required by Cabinet to be protected prior to the Precautionary Stage, of the decision of the Cabinet.</p> <p>(ii) Advise the controlling authorities of all privately operated key points of the introduction of the Precautionary Stage and that they are required to protect key points for which they are responsible.</p>	<p>The protection of key points, including the calling up of Citizen Forces required to provide external guards for key points, 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>The Director-General of Security will advise the responsible authorities in regard to the protection of key points under their control, including State Governments, as required by them.</p>
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PART II — WAR STAGE

CHAPTER VI—SPECIAL INTERNAL SECURITY 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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(C) MEASURES TO CONTROL LIKELY SUBVERSIVE ORGANISATIONS

Action as in Part I, if not already taken.

2. PROTECTION OF KEY POINTS

<p>Action as in Part I if not already taken.</p> <p>ATTORNEY-GENERAL'S DEPARTMENT—</p> <p>Arrange for the Attorney-General to make recommendations to Cabinet for the recruitment of additional Peace Officers for the guarding of Key Points.</p> <p>ALL DEPARTMENTS CONCERNED—</p> <p>Review measures already taken for the protection of key points with the object of ensuring their effectiveness.</p>		<p>It is anticipated that additional Peace Officers will be required to replace Service personnel employed initially for the guarding of key points.</p>
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PART I—PRECAUTIONARY STAGE

CHAPTER VI—SPECIAL INTERNAL SECURITY 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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2. PROTECTION OF KEY POINTS—(continued)

DEPT. OF DEFENCE—(continued)

Defence Committees if considered necessary, for the protection of key points prior to the Precautionary Stage.

(iii) *If required as a result of recommendations from the Defence Committee arising from (ii) above, arrange for the Minister for Defence to seek the approval of the Cabinet to the protection of key points and the mobilisation of Citizen Forces required for external guards, prior to the Precautionary Stage.*

STATE GOVERNMENTS—

(i) *When informed of the decisions of the Cabinet in regard to the protection of key points prior to the Precautionary Stage, State Governments will institute measures as necessary for the protection of key points included in the decisions of the Cabinet, for which they are responsible.*

(ii) *Upon the introduction of the Precautionary Stage State Governments will arrange for the protection of all key points for which they are responsible.*

DEPARTMENTS RESPONSIBLE FOR KEY POINTS—

(i) *Take action, in accordance with Cabinet's decision, for the protection of key points for which Departments are responsible.*

(ii) *Upon the introduction of the Precautionary Stage arrange for the protection of all key points for which Departments are responsible.*

ATTORNEY-GENERAL'S DEPARTMENT (COMMONWEALTH INVESTIGATION SERVICE), AND DEPARTMENTS OF THE NAVY, ARMY AND AIR FORCE—

(i) *Provide external guards for key points which Cabinet requires to be protected prior to the Precautionary Stage in accordance with previous plans.*

(ii) *Upon the introduction of the Precautionary Stage provide external guards for key points in accordance with pre-arranged plans.*

(See Chapters III, IV and V, Sections 4 (B) 4, 4, concerning the mobilisation of the Citizen Forces required for guarding key points).

DIRECTOR-GENERAL OF SECURITY—

Recommend to the Departments and authorities concerned the removal, either by transfer or dismissal, of persons considered to be a security risk.

DEPARTMENT OF TERRITORIES—

Advise the Administrators of External Territories of the decisions of the Cabinet.

When there is a threat of war key points in the External Territories will be protected as determined by the Administrators, who will be guided generally by the decisions of the Cabinet concerning key points in Australia.

All key points in the External Territories will be protected on the institution of the Precautionary Stage.

PART II — WAR STAGE

CHAPTER VI—SPECIAL INTERNAL SECURITY 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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2. PROTECTION OF KEY POINTS—(continued)

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PART I—PRECAUTIONARY STAGE**CHAPTER VI—SPECIAL INTERNAL SECURITY 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. PROTECTION OF SHIPPING AGAINST SABOTAGE**4. PROHIBITED PLACES, PROTECTED AND CONTROLLED AREAS**

It is necessary, both in peace and in war, to restrict access to places which are of special importance from the point of view of national defence. In peace certain powers for this purpose are available under the Defence Act, 1903-1953, and also under the Crimes Act, 1914-1950, under which a person commits an offence if, for any purpose prejudicial to the safety or interests of the Commonwealth or any part of the Queen's Dominions, he approaches, is in the neighbourhood of, or enters, any "prohibited place". Certain establishments (e.g., works of defence, arsenals) are constituted prohibited places by the Crimes Act, and the Supply and Development Act, 1939-1948, and any other place may be declared by the Governor-General to be a prohibited place.

In war, the foregoing provisions will be reinforced by National Security (General) Regulations giving further powers of control in respect of prohibited places, protected areas and controlled areas.

Any place which, under the Defence Act, the Crimes Act, the Supply and Development Act or National Security (General) Regulations is automatically a "prohibited place" need not be so declared nor need it be made the subject of an order under National Security (General) Regulations.

(A) PROHIBITED PLACES

It is contemplated that a prohibited place will usually cover a comparatively small area; it will be a unit, normally premises or a group of premises (e.g., a factory) and will not usually include private dwelling-houses. Thus, for the most part, the only persons having legitimate business in a prohibited place will be officials and persons actually employed in the premises; and, subject to general exemption for which provision will be made in the order, control of entry will be exercised locally by the person put in charge of the place. There will be power to make by-laws regulating the conduct of persons in the prohibited place.

Certain places are named, as indicated above, as being prohibited places. Other places may be declared prohibited places by order of a Minister and this will be done by the respective Ministers controlling the Departments primarily concerned with the places to be declared.

**DEPARTMENTS OF THE NAVY,
ARMY, AIR, SUPPLY, DEFENCE
PRODUCTION AND OTHER
DEPARTMENTS CONCERNED—**

(i) Consider what places are required to be declared prohibited places under National Security (General) Regulations when approved.

(ii) After those Regulations are approved, each Department as appropriate, make the orders declaring prohibited places as desired and arrange for the guarding of prohibited places for which they are responsible.

(iii) Advise the Department of Defence and the Prime Minister's Department of all prohibited places so declared.

**PRIME MINISTER'S
DEPARTMENT—**

Upon receipt of advice of a place being declared a prohibited place, inform State Premiers concerned with a request that State Police Departments be informed.

PART II — WAR STAGE

CHAPTER VI—SPECIAL INTERNAL SECURITY 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. PROTECTION OF SHIPPING AGAINST SABOTAGE

Exclusion From Shipping of Persons Who Could be a Sabotage Risk

The Department of Shipping and Transport will introduce the permit system for entry on wharves and in ships on the outbreak of war. The Attorney-General's Department will consult the Department of Shipping and Transport regarding restrictions on the employment of aliens in occupations offering special opportunities for sabotage, espionage, propaganda, etc., *vide* Chapter VII, Section 5, Column (1) (i).

2. The Director-General of Security will advise the Department of Shipping and Transport of known security risks, through the security checking procedure.

Physical Protection of Ships Against Sabotage

3. The Department of the Navy will arrange for the protection of ships in harbour against sabotage from seaward as considered necessary by that Department. The Department of Shipping and Transport will arrange for patrols on wharves in special cases when required. Where the movement of troops and/or military equipment, stores and supplies is involved, the security of the operation, including the protection of ships at wharves, will be the responsibility of the Service Department primarily concerned, in consultation with the Department of Shipping and Transport.

Searches of Ships and Cargoes for Sabotage Materials

4. The Director-General of Security will give the Department of Customs and Excise all relevant information at his disposal in regard to sabotage materials. Searches of ships and cargoes for sabotage materials will be conducted by the Department of Customs and Excise as considered necessary by that Department.

4. PROHIBITED PLACES, PROTECTED AND CONTROLLED AREAS

(A) PROHIBITED PLACES

Action as in Part I, if not already taken.		

PART I—PRECAUTIONARY STAGE**CHAPTER VI—SPECIAL INTERNAL SECURITY 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. PROHIBITED PLACES, PROTECTED AND CONTROLLED AREAS—(continued)**(B) PROTECTED AREAS**

Where it is necessary to regulate entry into wider areas which include a resident civilian population, these areas will be declared "protected areas" and will be placed under the control of a commandant. An area may be declared a protected area because it includes a number of prohibited places, or because it is otherwise of special strategic importance. There would be no exclusion of civilians who had been resident in the area at the time when the control was established; but subject to certain general exemptions, no person who was not already resident there at the time when the order was made would be allowed to be in the area thereafter without a permit. There would also be power, as in the case of prohibited places, to make by-laws regulating conduct of persons in protected areas.

The power to declare protected areas will be vested in the Minister for Defence.

DEPARTMENT OF DEFENCE—

(i) Consider, in consultation with the Service Departments concerned, any requests received from Departments to declare protected areas.

(ii) Obtain the Minister for Defence's order declaring protected area/s decided upon.

(iii) Request the Minister to nominate the Service Department/s to administer the protected area/s.

**SERVICE DEPARTMENTS
NOMINATED TO ADMINISTER
A PROTECTED AREA—**

(i) Submit for the approval of the Minister for Defence the name of the officer selected for Commandant of the protected area.

(ii) Consider, in consultation with any other Departments concerned, the application of special measures in the protected area.

(iii) Warn Departments that an official pass of the standard form will be necessary for officials visiting the protected area on duty.

(iv) Obtain from all Departments an estimate of the number of official passes which they require for entry to the protected area and issue the passes required.

(v) Advise the Prime Minister's Department and all other Commonwealth and State Departments concerned of the details of the area which has been declared a protected area and the name of the officer appointed Commandant.

**PRIME MINISTER'S
DEPARTMENT—**

Upon receipt of advice that an area has been declared a protected area, inform State Premiers concerned with a request that the State Police Department be informed.

It is not anticipated that many protected areas will be needed, and Departments concerned who consider a protected area should be declared should make application to the Department of Defence giving details of the area concerned.

Protected area will be administered by the Service Department primarily concerned and nominated by the Minister for Defence. Commandants will normally be selected from this Department.

(C) CONTROLLED AREAS

PART II — WAR STAGE

CHAPTER VI — SPECIAL INTERNAL SECURITY 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. PROHIBITED PLACES, PROTECTED AND CONTROLLED AREAS — (continued)

(B) PROTECTED AREAS

Action as in Part I, as necessary.		
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(C) CONTROLLED AREAS

Another class of area, to which a smaller degree of control will be applied, will be called "controlled areas". In these areas, there will not necessarily be restrictions on entry, but by-laws will be made regulating the conduct of persons in the area. These by-laws will be applied mainly to areas (including prohibited places or protected areas) where there are large camps or munition stores. They could also be applied to areas where the need for special precautions has arisen urgently, or was not expected to be more than temporary — e.g., an area in which troops are embarking. In many such cases, there would be no time to declare the area as a protected area, and the application of controlled area by-laws, which could be carried out more expeditiously, would meet the more immediate needs of the situation. The National Security (General) Regulations provide for by-laws for controlled areas being made by a Minister of State. They will be made by the Minister controlling the Department primarily concerned.

PART I — PRECAUTIONARY STAGE

CHAPTER VI—SPECIAL INTERNAL SECURITY 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. PROHIBITED PLACES, PROTECTED AND CONTROLLED AREAS—(continued)

(C) CONTROLLED AREAS—(continued)

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5. CONTROL OF PHOTOGRAPHY

The necessary powers for the control of photography are given by the National Security (General) Regulations. Action under these regulations will be taken by the Air Examination Service in respect of photography from Aircraft (see Chapter XI), the Department of Shipping and Transport in respect of shipping and by the responsible authorities in respect of key points, prohibited places, protected and controlled areas.

PART II — WAR STAGE**CHAPTER VI—SPECIAL INTERNAL SECURITY 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. PROHIBITED PLACES, PROTECTED AND CONTROLLED AREAS—(continued)**(C) CONTROLLED AREAS—(continued)****DEPARTMENTS PRIMARILY
CONCERNED WHEN IT IS
REQUIRED TO INTRODUCE A
CONTROLLED AREA—**

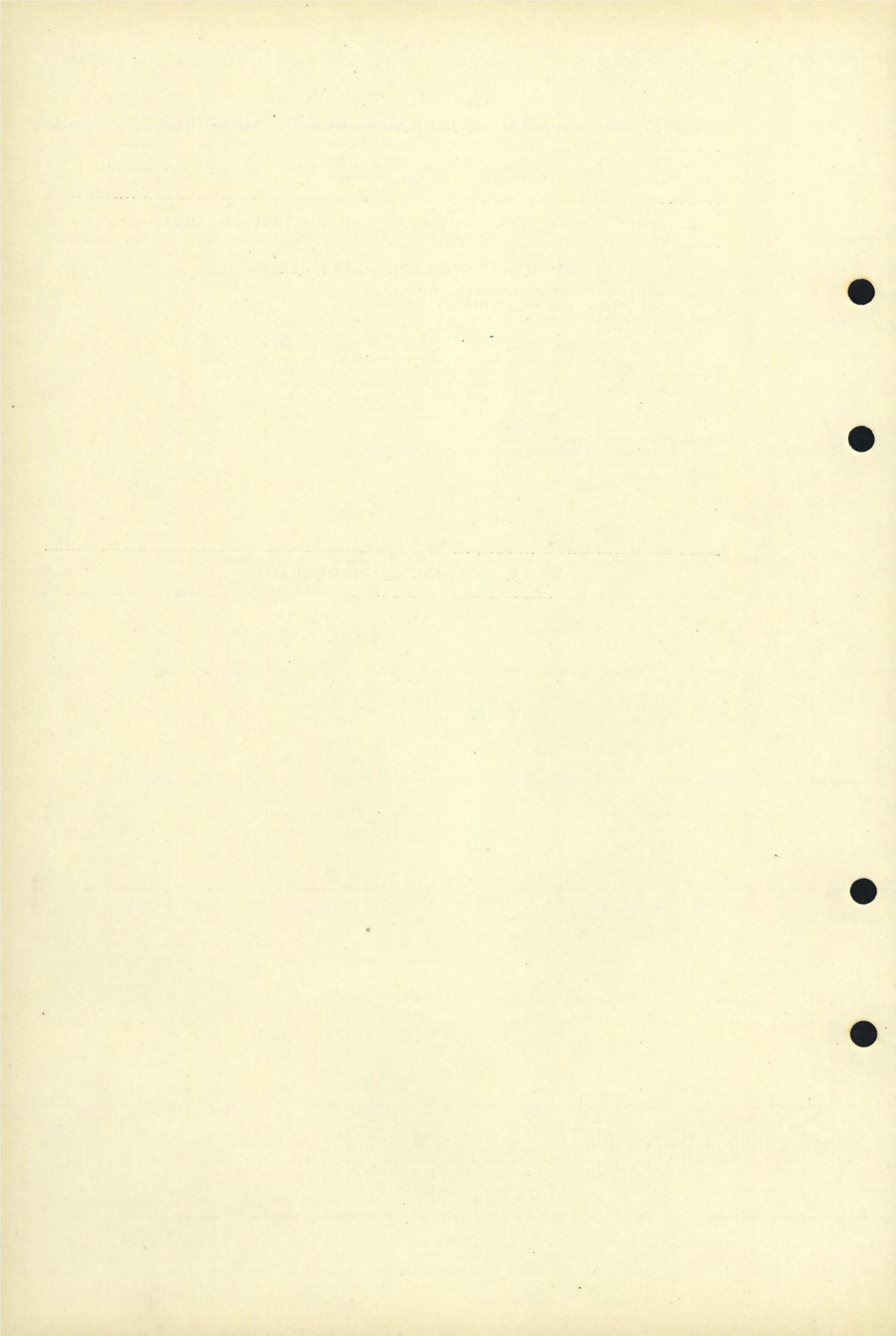
(i) In conjunction with other Departments concerned, prepare the necessary by-laws.

(ii) Arrange for the Minister to make the by-laws, arrange for their promulgation and forward copies of the by-laws and details of the controlled areas to which they apply, to the Prime Minister's Department, the Department of Defence and other Departments concerned.

**PRIME MINISTER'S
DEPARTMENT—**

Upon receipt of copies of approved by-laws and details of the controlled area to which they apply, forward copies to State Premiers concerned with a request that State Police and other State Government Departments concerned be informed.

5. CONTROL OF PHOTOGRAPHY



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COMMONWEALTH WAR BOOK

CHAPTER VII

CONTROL OF ALIENS AND PASSENGER TRAFFIC

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

PART I — PRECAUTIONARY STAGE
CHAPTER VII — CONTROL OF ALIENS AND PASSENGER TRAFFIC

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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The control of aliens is governed in peace by the Aliens Control Act 1947-1952, which provides for registration and notification of change of address and occupation and controls change of surname. The additional powers required in time of war will be taken by making (Aliens Control) and (Passport) regulations which will be prepared in peace by the Department of Immigration. (See Chapter II, Section 2.)

1. PRELIMINARY ACTION FOR THE CONTROL OF ALIENS

This section outlines certain action which will be taken when there is a threat of war, to restrict the landing from abroad of aliens of the country or countries with which relations are strained. It also outlines action to prevent the departure of aliens who should be detained, and to encourage the departure of aliens whose continued presence in Australia is not desired.

In regard to the prevention of aliens from leaving the country, if no special legislation is in existence, such prevention must take the form of delaying departure until such time that legislation is passed. The delays envisaged would be imposed by slowing down normal Departmental procedure such as the issue of passports, income tax clearances, currency matters and, in the last resort, Customs clearance.

ATTORNEY-GENERAL'S DEPARTMENT—

(i) *Arrange discreetly with the Department of Immigration, the Department of the Treasury (Taxation Branch), the Department of Customs and Excise and/or the Department of Territories to delay or prevent the departure from Australia and the Territories of individual aliens whom it may be desirable to detain, as advised by the Director-General of Security and the Department of External Affairs.*

(ii) *Arrange with the Department of Immigration to prevent, where possible, the landing from abroad of aliens of the country or countries with which relations are strained.*

(iii) *Advise the Department of the Army of the estimated number of aliens to be interned by States and Territories; such advice to show nationality, sex and marital state of these aliens.*

DEPARTMENT OF IMMIGRATION—

(i) *In consultation with the Department of External Affairs decide whether guidance should be given to the Press to encourage the departure of aliens (including potential enemy aliens) to their own countries.*

(ii) *Define persons who, within the meaning of the Nationality and Citizenship Act, are neither British subjects nor aliens.*

(iii) *Advise the Attorney-General's Department and all other Departments concerned of the definition.*

COMMONWEALTH AND STATE DEPARTMENTS—

Furnish the Director-General of Security with the list of aliens who, having specialist knowledge, should be prevented from leaving the country.

DIRECTOR-GENERAL OF SECURITY—

Prepare lists of aliens who, having specialist knowledge, should be prevented from leaving the country and whose detention is desirable on security grounds and forward copies of the lists to the Attorney-General's Department and the Department of Immigration.

DEPARTMENT OF EXTERNAL AFFAIRS—

Provide the Attorney-General's Department, the Department of Immigration and the Director-General of Security with a list of names of the diplomatic and consular officials of prospective enemy countries who should not be allowed to leave Australia unless provided with a special pass from the Department of External Affairs.

DEPARTMENTS OF IMMIGRATION, TREASURY (TAXATION BRANCH), CUSTOMS AND EXCISE, AND TERRITORIES—

Co-operate with and assist the Attorney-General's Department as far as Departmental procedure will permit.

DEPARTMENT OF THE ARMY—

In the light of the details provided by the Attorney-General's Department, review the plan for setting up internment camps.

PART II — WAR STAGE

CHAPTER XIV — CONTROL OF TELECOMMUNICATIONS—(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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1. CONTROL OF RADIO STATIONS—(continued)

**(H) POSTMASTER-GENERAL'S DEPARTMENT RADIO STATIONS AND SERVICES
(EXCLUDING BROADCASTING AND EXPERIMENTAL SERVICES)**

Action as in Part I, if not already taken.		

**(I) RADIO SERVICES OF OTHER COMMONWEALTH DEPARTMENTS,
TERRITORIAL ADMINISTRATIONS, STATE GOVERNMENTS (EXCLUDING
HARBOURS AUTHORITIES) AND PRIVATE AND COMMERCIAL BODIES**

Action as in Part I, if not already taken.		

PART II — WAR STAGE

CHAPTER VII — CONTROL OF ALIENS AND PASSENGER TRAFFIC

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. PRELIMINARY ACTION FOR THE CONTROL OF ALIENS

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PART I—PRECAUTIONARY STAGE
CHAPTER VII—CONTROL OF ALIENS AND
PASSENGER TRAFFIC—(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. CONTROL OF LANDING AND EMBARKATION OF ALIENS

**DEPARTMENT OF
IMMIGRATION—**

Request the Prime Minister's Department to submit to the Governor-General in Council the (Aliens Control) and (Passport) Regulations, and to arrange for their gazettal upon their being made.

**ATTORNEY-GENERAL'S
DEPARTMENT—**

(i) After consultation with the Department of Immigration, the Director-General of Security and other Departments concerned, take definite action to prevent the departure of aliens who, for security or other reasons, should not be allowed to leave the country.

(ii) In conjunction with the Departments of Immigration, Navy, and Civil Aviation, and the Director-General of Security, initiate the measures necessary to control the landing and embarkation of approved aliens.

**DEPARTMENT OF
IMMIGRATION—**

(i) Arrange for the departure of aliens (including enemy aliens) consistent with the requirements of national security to enable them to return to their own country.

(ii) Decide, in consultation with the Department of External Affairs, and the Director-General of Security as necessary, what visa system is considered necessary for the period of hostilities.

(iii) Proceed with pre-arranged plans for passport control in conjunction with the Director-General of Security.

(iv) After consultation with the Department of Customs and Excise, the Department of Health, the Attorney-General's Department, the Department of Territories and the Department of Civil Aviation make orders for approved ports (sea and air) for entry into and departure from Australia.

(v) In conjunction with the Attorney-General's Department, the Department of the Navy, the Department of Civil Aviation and the Director-General of Security arrange for the measures necessary to control the landing and embarkation of aliens.

(vi) Inform all Departments concerned of decisions taken in accordance with the foregoing.

**PRIME MINISTER'S
DEPARTMENT—**

Secure the making and gazettal of the (Aliens Control) and (Passport) regulations when requested by the Department of Immigration and inform the following:—

Departments of the Attorney-General, Immigration, External Affairs, Trade, Customs and Excise, Supply, Defence Production, Civil Aviation, Labour and National Service, Shipping and Transport, Defence, Interior, Territories, Postmaster-General's, and Health, the Director-General of Security and State Premiers for the information of State Police.

**DEPARTMENT OF EXTERNAL
AFFAIRS—**

Co-operate with the Department of Immigration in regard to the visa system to be used for the period of hostilities.

**DEPARTMENTS OF THE NAVY,
CIVIL AVIATION, ATTORNEY-
GENERAL, AND DIRECTOR-
GENERAL OF SECURITY—**

In conjunction with the Department of Immigration, institute the necessary measures to control the landing and embarkation of aliens.

The control of landing and embarkation of aliens will be automatically approved by the introduction of the Precautionary Stage.

Plans for passport control in war will be made by the Department of Immigration in consultation with the Attorney-General's Department and the Director-General of Security.

PART II — WAR STAGE
CHAPTER VII — CONTROL OF ALIENS AND
PASSENGER TRAFFIC—(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. CONTROL OF LANDING AND EMBARKATION OF ALIENS

Action as in Part I, if not already
taken.

PART I — PRECAUTIONARY STAGE
CHAPTER VII — CONTROL OF ALIENS AND
PASSENGER TRAFFIC—(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. INTERNMENT OF ALIENS

It is not intended to intern all civilian enemy aliens immediately on the outbreak of hostilities. Internment will be limited consistent with the requirements of national security.

If the Attorney-General, or any person authorised by him to act, is of the opinion that it is necessary or expedient in the interests of public safety, the defence of the Commonwealth, or the efficient prosecution of the war to detain any enemy alien, he will be empowered to make an order under Defence (Aliens Control) Regulations or National Security (Aliens Control) Regulations, as the case may be, directing that the alien be detained.

<p>DIRECTOR-GENERAL OF SECURITY—</p> <p>(i) Provide the Attorney - General with a list of the aliens for whom it is recommended that detention or restriction orders should be made—the list to be accompanied by such information, in documentary form, as the Director-General thinks relevant.</p> <p>(ii) Arrange for internment orders to be available immediately on the outbreak of war.</p> <p>(iii) In consultation with the Attorney-General's Department, Department of the Army, Commonwealth and State Police, and with the Department of Territories in regard to Territorial Police, review plans for the apprehension and internment of aliens.</p> <p>(iv) Advise the Department of the Army of the numbers of aliens it is anticipated will be interned by States and Territories, such advice to show nationality, sex and marital state of these aliens.</p>	<p align="center">DEPARTMENT OF THE ARMY—</p> <p>Take action in regard to internment camps as in Chapter VI, Section 1.</p>	<p>Action for making the Aliens Control Regulations immediately upon the introduction of the Precautionary Stage, is given in Section 2 of this chapter.</p> <p>Separate internment camps will not be provided for enemy aliens and "individuals" (Chapter VI, Section 1 (B)).</p> <p>The Army will co-ordinate action in regard to internment camps under the respective headings.</p>
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4. CONTROL OF ALIENS AT LIBERTY

The following briefly summarizes the main controls which will be authorised by National Security (Aliens Control) Regulations—

- (a) Aliens may not enter or leave the Commonwealth without permission of the Minister for Immigration. Such entry or exit will only be through approved ports or approved airports.
- (b) Enemy aliens will not change their abode without permission.
- (c) An enemy alien may be required to report as specified and may be required not to be outside his residence during specified hours.
- (d) Aliens may be required to reside in or may be prevented from living in any place or area. They may also be prevented from travelling by air and may be prevented from approaching, entering or from being in a specified area.
- (e) Where an order has been made, aliens may not be employed on specified work.
- (f) Aliens may be prohibited from holding meetings, using propaganda, spreading reports, etc. Aliens may be prohibited from having certain possessions, e.g., firearms, explosives, signalling apparatus, maps, etc.
- (g) Aliens may be prohibited from operating any form of radio transmitting or receiving equipment.

The above controls will be in addition to those contained in the Aliens Act 1947-1952.

PART II — WAR STAGE
CHAPTER VII — CONTROL OF ALIENS AND
PASSENGER TRAFFIC—(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. INTERNMENT OF ALIENS

<p>Action as in Part I, if not already taken.</p> <p>DIRECTOR-GENERAL OF SECURITY</p> <p>Arrange with the appropriate authorities for the arrest of aliens on the internment list and arrange with the Army for their transfer to internment camps.</p> <p>ATTORNEY-GENERAL'S DEPARTMENT—</p> <p>In consultation with the Director-General of Security establish the necessary machinery for dealing with internees questions, e.g., Appeal Tribunals.</p> <p>DEPARTMENT OF THE ARMY—</p> <p>Receive detained aliens into Army Internment Camps, as arranged with the Attorney-General's Department.</p>		<p>Plans for the arrest of aliens and their transfer to internment camps will be made by the Director-General of Security in consultation with the Attorney-General's Department, the Department of the Army and State Governments.</p>
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4. CONTROL OF ALIENS AT LIBERTY

PART I — PRECAUTIONARY STAGE
CHAPTER VII — CONTROL OF ALIENS AND
PASSENGER TRAFFIC—(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. CONTROL OF ALIENS AT LIBERTY—(continued)

<p>DEPARTMENT OF IMMIGRATION—</p> <p>(i) Consult the Attorney-General's Department, the Departments of Defence, Air, Supply, Defence Production, Labour and National Service, Shipping and Transport, Territories, Navy, Army, Air, Postmaster-General's Department and the Director-General of Security regarding—</p> <p>(a) areas in which the residence in, or activities of, aliens are to be restricted;</p> <p>(b) restrictions on the employment of aliens in occupations offering special opportunities for sabotage, espionage propaganda, etc.;</p> <p>(c) the employment of skilled aliens;</p> <p>(d) action required for controlling alien operators of radio transmitting equipment.</p> <p>(ii) As a result of (i) above, cause the necessary orders to be made under Aliens Control Regulations.</p> <p>(iii) Decide, in consultation with the Attorney-General's Department, what detailed arrangements are necessary to control interstate alien passenger traffic to ensure compliance with Aliens Control Regulations.</p> <p>(iv) Advise the Prime Minister's Department and other Departments concerned of the policy regarding the employment of aliens.</p> <p>(v) In consultation with the Director-General of Security, the Departments of the Navy, Shipping and Transport, Air, Civil Aviation, Territories and Customs and Excise, decide action required for controlling alien members of crews of ships and aircraft, and take any necessary action.</p>	<p>PRIME MINISTER'S DEPARTMENT—</p> <p>Advise State Governments of the policy regarding the employment of aliens.</p> <p>DEPARTMENTS OF DEFENCE, SUPPLY, DEFENCE PRODUCTION, LABOUR AND NATIONAL SERVICE, NAVY, ARMY, AIR, SHIPPING AND TRANSPORT, TERRITORIES, POSTMASTER-GENERAL'S, TRADE, CUSTOMS AND EXCISE AND THE DIRECTOR-GENERAL OF SECURITY—</p> <p>Co-operate with the Department of Immigration as necessary in regard to the measures referred to in Column (1).</p>	<p>Action for making the Aliens Control Regulations immediately upon the introduction of the Precautionary Stage, is given in Section 2 of this Chapter.</p>
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5. PRISONERS OF WAR

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6. WAR REFUGEES

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PART II — WAR STAGE
CHAPTER VII — CONTROL OF ALIENS AND PASSENGER TRAFFIC—(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. CONTROL OF ALIENS AT LIBERTY—(continued)

<p>Action as in Part I, if not already taken.</p> <p>DEPARTMENTS CONCERNED—</p> <p>Implement the policy concerning the employment of aliens.</p>		
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5. PRISONERS OF WAR

<p>DEPARTMENT OF THE ARMY—</p> <p>(i) Review plans for the setting up of prisoner of war camps.</p> <p>(ii) Prepare plans for the setting up of a Prisoner of War Information Bureau.</p>		
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6. WAR REFUGEES

<p>DEPARTMENT OF IMMIGRATION—</p> <p>(i) In consultation with the Departments of External Affairs, Health, Labour and National Service, Social Services, and the Director-General of Security, decide the policy regarding the admission into Australia, the employment and distribution of war refugees.</p> <p>(ii) When the policy in (i) above has been defined, advise all Departments and State authorities concerned.</p>	<p>DEPARTMENTS OF EXTERNAL AFFAIRS, SOCIAL SERVICES, HEALTH, LABOUR AND NATIONAL SERVICE AND THE DIRECTOR-GENERAL OF SECURITY—</p> <p>Co-operate with the Department of Immigration in deciding policy in regard to war refugees.</p>	
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PART I—PRECAUTIONARY STAGE
CHAPTER VII—CONTROL OF ALIENS AND
PASSENGER TRAFFIC—(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. OVERSEAS INTERNEES

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8. CONTROL OF BRITISH PASSENGER TRAFFIC IN SHIPS AND AIRCRAFT

It is necessary in time of war that there should be control of passenger traffic to and from Australia not only of aliens, but also of British subjects.

The examination of British inwards passengers is primarily for the purpose of ascertaining whether persons claiming to be British subjects are British subjects. All passengers must be in possession of passport and other documents satisfactorily establishing British nationality and identity.

All passengers whether embarking or disembarking will only be dealt with at approved sea ports or approved airports.

<p>DEPARTMENT OF IMMIGRATION—</p> <p>In consultation with the Attorney-General's Department and the Director-General of Security, institute the procedure outlined in National Security (Passport) Regulations.</p> <p>DIRECTOR-GENERAL OF SECURITY—</p> <p>Consider the necessity of preventing certain British subjects from leaving the country and advise the Department of Immigration of any action deemed necessary on lines similar to those planned for certain aliens in Section 1.</p>	<p>COMMONWEALTH AND STATE DEPARTMENTS CONCERNED—</p> <p>Furnish the Director-General of Security with the names of British subjects who, in their opinion, having specialist knowledge should be prevented from leaving the country.</p>	<p>It may be necessary to give consideration of the status of persons who are neither British subjects nor aliens (see Section 1).</p>
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PART II — WAR STAGE
CHAPTER VII — CONTROL OF ALIENS AND PASSENGER TRAFFIC—(continued)

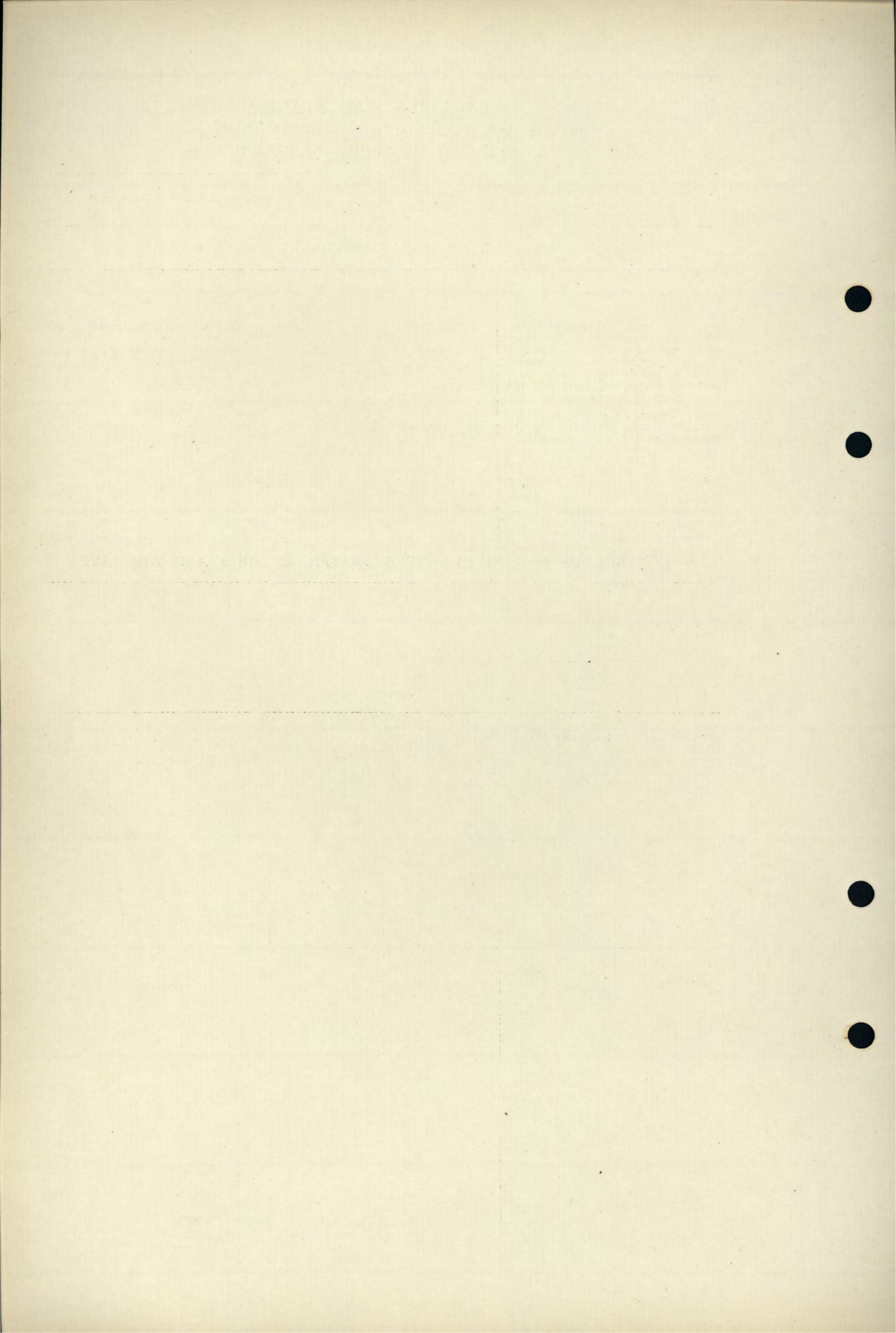
Main action to be taken by Departments primarily concerned (1)	Important action to be taken by other Departments (2)	General Observations (3)
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7. OVERSEAS INTERNEES

<p>ATTORNEY-GENERAL'S DEPARTMENT—</p> <p>(i) As details become available, advise the Department of the Army of the number of internees who will be arriving from overseas for internment in Australia, the nationality, sex, marital state and the anticipated date of arrival of such internees.</p> <p>(ii) Arrange for the signing of internment orders to permit the internees being detained in Australia.</p> <p>DEPARTMENT OF THE ARMY—</p> <p>Make the necessary arrangements to receive overseas internees into Army Internment Camps.</p>		<p>See Chapter VI, Section 1B regarding the setting up of Advisory Committees to handle objections to internment orders.</p>
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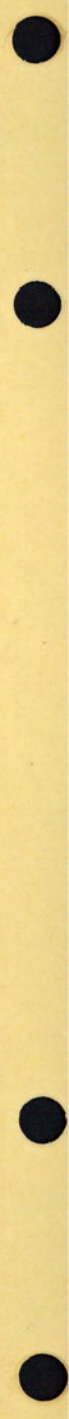
8. CONTROL OF BRITISH PASSENGER TRAFFIC IN SHIPS AND AIRCRAFT

<p>Action as in Part I, if not already taken.</p>		
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COMMONWEALTH WAR BOOK

CHAPTER VIII

**TREATMENT OF ENEMY SHIPPING
AND AIRCRAFT**

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

PART I — PRECAUTIONARY STAGE

CHAPTER VIII — TREATMENT OF ENEMY SHIPPING AND AIRCRAFT

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. ENEMY SHIPPING

During the Precautionary Stage, merchant ships of a prospective enemy in Australian ports might possibly be detained or seized, as an act of mitigated hostility. Such detention or seizure, except in the way of reprisal, is, however, of very doubtful legality in International Law and should only be resorted to in very exceptional circumstances, or, of course, as an act of retaliation. It would be effected by means of an Order-in-Council, the terms of which cannot in the nature of the case be determined in advance. Any action taken in this respect by the Commonwealth Government would probably be dependent upon similar action taken by the United Kingdom Government.

(A) EMBARGO IN ADVANCE OF HOSTILITIES

DEPARTMENTS OF CUSTOMS AND EXCISE AND TERRITORIES—

Advise the Departments of External Affairs, Defence, Navy, Army and Air of the names and nationalities of foreign merchant ships in Australian ports and ports in the External Territories respectively and inform them if these ships prepare to sail.

DEPARTMENT OF EXTERNAL AFFAIRS—

(i) Upon the introduction of the Precautionary Stage or upon receipt of the Embargo telegram from the United Kingdom, whichever is the earlier, consider whether circumstances offer any justification for placing an embargo on departure of prospective enemy merchant ships prior to the outbreak of war, and if embargo is required obtain Cabinet consent to the imposition.

(ii) On being informed of the approval of the Cabinet to the placing of an embargo on the departure of prospective enemy merchant ships, prepare the necessary Order-in-Council in consultation with the Attorney-General's Department and request the Prime Minister's Department to submit it for the approval of the Governor-General in Council.

PRIME MINISTER'S DEPARTMENT—

(i) Advise the Departments of External Affairs and Defence of the receipt of the "Embargo" telegram from the United Kingdom, and forward copies of the telegram to the Departments of External Affairs, Defence, Navy, Army, Air, Trade, Customs and Excise, Primary Industry, Postmaster-General's, Territories and Shipping and Transport.

(ii) Advise the above Departments of the decision of the Cabinet.

(iii) Submit the Order-in-Council to the Governor-General in Council as requested by the Department of External Affairs.

ATTORNEY-GENERAL'S DEPARTMENT—

Assist the Department of External Affairs in preparing the Order-in-Council.

DEPARTMENTS OF NAVY, ARMY AND AIR—

Assist the Departments of Customs and Excise and Territories, when requested, in the detention of prospective enemy merchant ships.

Should the United Kingdom decide to place an embargo on the departure of prospective enemy merchant ships prior to the outbreak of war, the Commonwealth Relations Office will advise the Prime Minister's Department by sending the "Embargo" telegram.

PART II — WAR STAGE

CHAPTER VIII — TREATMENT OF ENEMY SHIPPING AND AIRCRAFT

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. ENEMY SHIPPING

As soon as the War Stage is reached the right to detain or seize enemy ships in Australian ports or its territories becomes indisputable. No special authority is required for seizing them.

Should, however, it be decided to offer "Days of Grace" to the enemy, or to accept a similar offer from the enemy it will be necessary to issue an Order-in-Council making enemy ships in a port under the control of Her Majesty's Government in the Commonwealth of Australia at the outbreak of war, liable to detention, but providing for the departure of those which do not belong to certain classes within a certain time limit.

If it be decided that there are to be no "Days of Grace", the Department of External Affairs simply notifies the Departments of Customs and Excise, Territories, Defence, Navy, Army, Air and Shipping and Transport. The Departments of Customs and Excise and Territories will then despatch the "seizure" telegrams or otherwise inform the authorities concerned who in turn automatically seize in prize all enemy ships.

The following vessels flying the enemy's flag will be excluded from the privilege of "Days of Grace" and will be seized forthwith as prizes:—

- (i) All merchant vessels which show by their build that they are intended for conversion into warships.
- (ii) All vessels whose tonnage exceeds 4,999 tons gross.
- (iii) All vessels whose speed is 14 knots or over.
- (iv) Sea-going ships designed to transport oil fuel.
- (v) Cable ships.

The responsibility for effecting detention and seizure rests primarily with the Customs Officers, and the whole procedure is fully described in "Instructions regarding the Detention Service in Time of War" issued to Customs Officers concerned by the Department of Customs and Excise for use during the Precautionary and War periods. The Customs Officers will require the aid of supporting parties, which will be provided by Naval or Military units, where available, and elsewhere by the Police or by the appointment of special Peace Officers under the Peace Officers Act, 1925. It is part of the duties of Collectors of Customs to work out local schemes for their ports in peace time in conjunction with the Naval or Military authorities, where available, and the police.

The contents and meaning of the "Embargo" Telegram, "Enemy Ships () (Detention and "Days of Grace") Draft Order-in-Council Amendment" Telegram, "Treatment of Shipping" Telegram, "Days of Grace" Telegram and "Shipping Seizure" Telegram, referred to in this section are set out in Appendix "B". These telegrams and the "Wireless in Enemy Ships and Aircraft" Telegrams, which may be received from the Commonwealth Relations Office are informatory only as far as Australia is concerned.

(A) EMBARGO IN ADVANCE OF HOSTILITIES

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PART I—PRECAUTIONARY STAGE
CHAPTER VIII—TREATMENT OF ENEMY SHIPPING
AND AIRCRAFT—(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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1. ENEMY SHIPPING—(continued)

(A) EMBARGO IN ADVANCE OF HOSTILITIES—(continued)

**DEPARTMENT OF CUSTOMS
AND EXCISE—**

On being informed of the approval of the Cabinet forward by telegram to all Collectors concerned, instructions regarding the detention of the prospective enemy merchant ships indicated.

**DEPARTMENT OF
TERRITORIES—**

On being informed of the approval of the Cabinet forward by telegram to the Administrators of External Territories instructions regarding the detention of the prospective enemy merchant ships indicated.

DEPARTMENT OF THE NAVY—

Issue any necessary instructions to the Naval authorities concerned and if necessary request the Departments of Customs and Excise and Territories to arrange for the locking and sealing of radio offices in prospective enemy ships concerned (see Chapter XIV).

Action for the detention and/or seizure of the prospective enemy merchant ships should be taken upon the decision of the Cabinet and in anticipation of approval of the Order-in-Council.

(B) DETENTION AND SEIZURE

**DEPARTMENT OF
EXTERNAL AFFAIRS—**

(i) In consultation with the Foreign Office in the United Kingdom and the Departments of the Navy, Defence, Customs and Excise, and Shipping and Transport determine whether "Days of Grace" are to be offered to the prospective enemy Government/s, or granted if a reciprocal offer is received from the enemy Government, and if this course is considered necessary arrange for the Minister for External Affairs to refer the question to the Cabinet.

(ii) If it is decided to offer or accept "Days of Grace" complete if possible the draft "Enemy Ships () (Detention and "Days of Grace")" Order-in-Council.

(iii) Communicate the decision and if applicable the text of the draft Order to the Departments of Trade, Customs and Excise, Territories, Defence, Prime Minister's, Navy, Army, Air and Shipping and Transport.

**PRIME MINISTER'S
DEPARTMENT—**

Advise the Department of External Affairs of the receipt of the "Enemy Ships () (Detention and "Days of Grace")" Draft Order-in-Council Amendment" Telegram, and forward copies of the telegram to the Departments of External Affairs, Defence, Trade, Customs and Excise, Navy, Army, Air, Territories and Shipping and Transport.

A draft "Enemy Ships () (Detention and "Days of Grace") Order-in-Council" for Australia and its Territories will be held by the Department of External Affairs.

Amendments to this draft if necessary will be made by the Department of External Affairs in consultation with the Foreign Office of the United Kingdom and Departments concerned in Australia. If it is decided in the United Kingdom to amend the "Days of Grace" draft Order-in-Council, the "Enemy Ships () (Detention and "Days of Grace")" Draft Order-in-Council Amendment" telegrams will be despatched by the Commonwealth Relations Office.

Collectors of Customs have instructions that, on receipt of the Warning Telegram, they are—

(i) To make every preparation to enforce the local schemes pre-arranged with the Naval or Military authorities;

(ii) To make themselves acquainted with the movements of all vessels flying the flag of the prospective enemy nation(s) and to report to the Department of the Navy the departure of any vessel.

(iii) To note whether articles of contraband are being loaded in any vessel which there is reason to suppose are intended for the use of these nations and to note the destinations of any such vessel leaving the port during the precautionary period and immediately notify by telegram in cipher the fact of her departure to the Department of the Navy.

The provision of armed forces, where needed, to enforce the authority of Collectors of Customs in regard to detention, seizure, etc., will be provided by the local Naval authorities at—

Adelaide	Geelong
Darwin (see note below)	Hobart
Fremantle	Melbourne
Sydney	Newcastle
Brisbane	Manus

PART II — WAR STAGE
CHAPTER VIII — TREATMENT OF ENEMY SHIPPING
AND AIRCRAFT—(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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1. ENEMY SHIPPING—(continued)

(A) EMBARGO IN ADVANCE OF HOSTILITIES—(continued)

(B) DETENTION AND SEIZURE

Action as in Part I, if not already taken.

DEPARTMENT OF EXTERNAL AFFAIRS—

As appropriate in accordance with the decisions made *vide* Part 1 of this section—

(i) In consultation with the Foreign Office in the United Kingdom and the Departments of Navy, Customs and Excise, Defence and Shipping and Transport, complete the text of the "Enemy Ships () (Detention and "Days of Grace")" Order-in-Council if not already completed and request the Prime Minister's Department to submit it to the Governor-General in Council and arrange for its gazettal.

(ii) Despatch to Australian diplomatic representatives in the enemy State telegram offering to enemy "Days of Grace" dependent on reciprocal treatment.

(iii) Deliver copies of the "Enemy Ships () (Detention and "Days of Grace")" Order-in-Council to the representatives of enemy countries in Australia and secure a receipt and send copies to the representative in Australia of the neutral State taking charge of the interests of the enemy country during the war, in each case asking that offer should be brought urgently to the notice of the enemy Government.

(iv) Send copies to all other representatives of foreign countries in Australia.

(v) On receipt of authoritative intelligence of the policy of the enemy government regarding "Days of Grace", or at the expiration of the time limit stated in the Order of the Council, decide, in consultation with Departments of the Navy, Defence, Shipping and Transport and Customs and Excise, whether "Days of Grace" are to be granted or not, and communicate the decision to the Departments of Customs and Excise, Navy, Army, Air, Shipping and Transport, Defence, Prime Minister's and Territories.

PRIME MINISTER'S DEPARTMENT—

(i) If requested submit the "Enemy Ships () (Detention and "Days of Grace")" Order-in-Council to the Governor-General in Council and arrange for its gazettal. Forward copies of the approved Order to the Departments of Defence, External Affairs, Customs and Excise, Navy, Army, Air, Territories, Shipping and Transport, Primary Industry, Postmaster-General's, and Attorney-General's.

(ii) Forward telegrams received from the Commonwealth Relations Office relating to enemy shipping to Departments as in (i) above.

(iii) Advise the Commonwealth Relations Office by telegram of action taken in Australia and its Territories with regard to enemy shipping and (as advised by the Departments of Customs and Excise and Territories), of the names, tonnage and speed of all enemy ships detained, seized in prize, or allowed to sail, and by letter of the names of enemy and neutral merchant officers and seamen in enemy ships who have been given their liberty on undertaking in writing not to serve with the enemy during the war.

DEPARTMENT OF THE NAVY—

(i) Supply at ports specified in pre-arranged plans the necessary Naval Force required to enable "seizure", etc., to be effected.

(ii) Maintain, through the District and Sub-District Naval officers, close touch with Collectors of Customs and the Administrators of the External Territories for the purpose of rendering advice and assistance and in particular concerning—

- (a) the insertion of routes and destination on "passes" given to ships allowed to depart;
- (b) the prevention of the blocking of the fairway of ports by the deliberate sinking of vessels;
- (c) the arrest of ships which may attempt to escape, and their recapture if they succeed in getting away from the port;

The Commonwealth Relations Office in the United Kingdom will despatch either the "Days of Grace" telegram or "Seizure" telegram to Commonwealth Governments.

Collectors of Customs will take the following action under their dormant instructions immediately on receipt of the War Telegram in anticipation of the issue of the Order-in-Council.

(a) All enemy merchant vessels (except those exempt from detention) and all British or neutral merchant vessels loaded with contraband, etc., will be prevented from leaving port; of these, such enemy merchant vessels as are excluded from the privilege of "Days of Grace" will be seized and brought before the Prize Court.

(b) Reports showing names, tonnage and speed of vessels detained or seized as prize will be sent to the Comptroller-General of Customs and to the Department of the Navy.

Collectors of Customs will seize and bring before the Prize Court all enemy merchant vessels not freed by any "Days of Grace" decision and the enemy goods laden thereto and will furnish reports as under (b) above in the case of all vessels seized as prize. Neutral goods, other than contraband will not be treated as prize but will be subject to the export prohibitions and to the right of requisition.

If "Days of Grace" are to be given Collectors of Customs, on receipt of the necessary particulars from the Central Administration will complete and issue special passes and, subject to the discharge of contraband and any cargo which it is desired to requisition (see Chapter XII, Section 4), permit ships to leave.

The Department of Customs and Excise will make detailed arrangements in peace with the Departments of Navy and Army, and with State Governments for the naval and military and police authorities to afford such assistance to the Customs Officers as may be required to enforce the Order-in-Council.

PART I—PRECAUTIONARY STAGE
CHAPTER VIII—TREATMENT OF ENEMY SHIPPING
AND AIRCRAFT—(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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1. ENEMY SHIPPING—(continued)

(B) DETENTION AND SEIZURE—(continued)

and by the local Military Authorities at—

Albany	Bundaberg
Bunbury	Gladstone
Geraldton	Rockhampton
Townsville	Mackay
Cairns	Port Pirie
Darwin (see note below)	Port Kembla
Burnie	Launceston
Maryborough	Devonport

Note.—In the case of Darwin, the Navy will provide only the armed guards for the Examination Service.

The police will be responsible for rendering assistance at all undefended ports where naval or military assistance may not be available and for summoning military aid if required. The necessary arrangements will be concerted with the Customs Officers beforehand and in any case the police will act on a direct request for assistance from the Customs Officers.

The police should be requested to make arrangements for the temporary custody of any officers or members of the crews of detained vessels that may be handed over to them for detention pending internment.

PART II — WAR STAGE
CHAPTER VIII — TREATMENT OF ENEMY SHIPPING
AND AIRCRAFT—(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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1. ENEMY SHIPPING—(continued)

(B) DETENTION AND SEIZURE—(continued)

**DEPARTMENT OF CUSTOMS
AND EXCISE—**

(i) On receipt of copy of the "Enemy Ships () (Detention and "Days of Grace")" Order-in-Council from the Prime Minister's Department, advise by telegram all Collectors at ports and outports of its issue and forward copies to them.

(ii) Upon being informed by the Department of External Affairs that "Days of Grace" are to be granted—

- (a) advise Collectors at ports and outports by telegram of the decision;
- (b) publish a notice in the Commonwealth Gazette, under the hand of the Minister of State for Customs and Excise, to the effect that the "Days of Grace" specified in the Order-in-Council (referred to in (i) above) are to be allowed;
- (c) issue the necessary directions to Collectors concerned after conferring with the Department of the Navy as to any instructions which should be issued concerning the ports to be inserted as the "destination" in the special pass with which each enemy ship will be provided and concerning any routing instructions which are to be inserted in such passes.

(iii) Upon being informed by the Department of External Affairs that "Days of Grace" are *not* to be granted—

- (a) send a telegram in the following terms to Collectors at ports and outports:—
"Seize in prize all enemy merchant ships."
- (b) publish a notice in the Commonwealth Gazette, under the hand of the Minister of State for Customs and Excise, to the effect that it has been decided to seize all enemy ships found in the ports and outports of the Commonwealth and its Territories, and to bring them before the Prize Court for adjudication.

(iv) After consultation with the Attorney-General's Department, issue to Customs Officers, who have enemy ships under seizure, any special instructions not included in the "Instructions regarding the Detention Service in Time of War" for bringing the vessels before the Prize Court for adjudication.

(v) Notify the Department of the Navy and the Prime Minister's Department of the names, tonnage, speed and description of—

- (a) all enemy ships detained upon the outbreak of war;
- (b) all enemy ships (if any) allowed to depart in accordance with the instructions (if any) issued in regard to the granting of "Days of Grace";

DEPT. OF THE NAVY—(continued)

- (d) the removal of essential parts of machinery from enemy ships to make their escape impossible.

DEPARTMENT OF THE ARMY—

(i) Supply at ports specified in pre-arranged plans the necessary Military Force required to enable the seizure, etc., of merchant ships to be enforced.

(ii) Maintain through District Commandants, close touch with Officers in charge of Customs at ports and outports and with the Administrators of External Territories concerning the disposal (and, if necessary, the internment) of crews of ships seized and the censorship of correspondence found on board, or emanating from ships which are under seizure.

DEPARTMENT OF AIR—

Provide an armed force, at the request of the Department of Customs and Excise or the Department of the Navy for the detention or arrest of shipping in cases where the use of Air Force personnel for this purpose is practical and expedient.

**ATTORNEY-GENERAL'S
DEPARTMENT—**

Take steps to initiate the commencement of Prize Court proceedings in each State, as necessary (see Section 3 of this Chapter), and advise the Department of Customs and Excise of any special procedure to be followed which is not specified in the "Instructions regarding the Detention Service in Time of War".

PART I — PRECAUTIONARY STAGE
CHAPTER VIII — TREATMENT OF ENEMY SHIPPING
AND AIRCRAFT—(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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1. ENEMY SHIPPING—(continued)

(B) DETENTION AND SEIZURE—(continued)

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(C) WIRELESS IN ENEMY SHIPS

See Chapter XIV, Section 1(B) (a) (iii).

(D) BROADCAST TO ENEMY SHIPS

**DEPARTMENT OF
EXTERNAL AFFAIRS—**

Consult the Department of the Navy in regard to the proximity of enemy shipping and with the Foreign Office in the United Kingdom about the desirability of issuing, on the outbreak of war, a broadcast appeal to ships of enemy countries urging them to come to Australian ports and communicate the decision to the Departments of Defence, Customs and Excise, Navy, Army and Air.

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PART II — WAR STAGE
CHAPTER VIII — TREATMENT OF ENEMY SHIPPING
AND AIRCRAFT—(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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1. ENEMY SHIPPING—(continued)

(B) DETENTION AND SEIZURE—(continued)

**DEPT. OF CUSTOMS AND
EXCISE—(continued)**

- (c) all enemy ships seized in prize and brought before the Prize Court for adjudication. This list will include ships not eligible for "Days of Grace".
- (vi) Send to the Prime Minister's Office for the information of the Commonwealth Relations Office—
- (a) list of members of the crews of enemy ships of enemy nationality or neutral subjects in the service of the enemy who are being detained as prisoners of war;
- (b) list of members of enemy ships who are neutral subjects and not in the service of the enemy who have been released on signing a written undertaking not to engage, while hostilities last, in any service for the enemy connected with the operations of the war.

**DEPARTMENT OF
TERRITORIES—**

- (i) Issue instructions as necessary in regard to the detention, seizure, or sailing under "Days of Grace" of enemy ships in the External Territories. The procedure to be followed by the Department of Territories will be similar to that laid down for the Department of Customs and Excise, with appropriate modifications to meet the special circumstances associated with the External Territories.
- (ii) Advise the Department of the Navy and the Prime Minister's Department as indicated under Department of Customs and Excise (v) and (vi) in column (1).

The officers and crew of an enemy ship which has not taken part in hostilities, if of enemy nationality become prisoners of war and should be detained, unless they undertake in writing not to engage while hostilities last in any service connected with the operations of the war.

All officers and crew on board an enemy ship are to be presumed of enemy nationality until the contrary is proved. Officers of neutral nationality become prisoners of war and should be detained unless they severally give an undertaking not to serve on an enemy ship while the war lasts. Members of the crew who are of neutral nationality cannot be made prisoners of war, and should be released at the first opportunity.

The seizure and detention of enemy ships in the External Territories will be carried out by the Administrators acting on instructions from the Department of Territories.

(C) WIRELESS IN ENEMY SHIPS

See Chapter XIV, Section 1(B) (a) (iii).

(D) BROADCAST TO ENEMY SHIPS

**DEPARTMENT OF
EXTERNAL AFFAIRS—**

- (i) Take action as in Part I if not already taken.
- (ii) If so agreed request the Australian Broadcasting Control Board to broadcast the pre-arranged appeal to ships of enemy countries.

**AUSTRALIAN BROADCASTING
CONTROL BOARD—**

Arrange broadcasts to enemy shipping as requested by the Department of External Affairs.

Enemy ships arriving in ports in Australia or the External Territories will be seized by Collectors of Customs or by the Administrators in the External Territories.

Enemy seamen generally will be treated in accordance with the Geneva Convention 1949 and held as prisoners of war unless they are entitled to more favourable treatment. While the crews of enemy ships which respond to this appeal may be treated specially, they will be taken into custody in the same way as other enemy seamen pending a decision on their disposal.

PART I—PRECAUTIONARY STAGE
CHAPTER VIII—TREATMENT OF ENEMY SHIPPING
AND AIRCRAFT—(continued)

Important action to be taken by other Departments (2)	Main action to be taken by Departments primarily concerned (1)	General observations (3)
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2. ENEMY AIRCRAFT

On the outbreak of war, enemy aircraft are subject to seizure as prize. It has been accepted in principle that "Days of Grace" will in no circumstances be allowed for the departure of enemy aircraft.

Detailed arrangements for effecting the detention and seizure and for the custody of enemy aircraft in Australia and the External Territories at—

- (a) Customs Airports will be made by the Department of Civil Aviation in consultation with the Department of Air and the Department of Customs and Excise.
- (b) Royal Australian Air Force aerodromes will be made by the Department of Air.
- (c) Naval aerodromes will be made by the Department of the Navy.
- (d) Supply aerodromes will be made by the Department of Civil Aviation in consultation with the Department of Supply and the Department of Air.
- (e) Other aerodromes will be made by the Department of Civil Aviation in conjunction with the Department of Air.
- (f) In the External Territories by the Administrators of External Territories acting on instructions from the Department of Territories after consultation with the Department of Civil Aviation.

Where any aerodrome is in joint use by two or more Departments, the arrangements will be made by the Department in administrative control in consultation with other Departments concerned. In cases where assistance by the Police is required this will be arranged by the Department responsible as above.

The arrangements for effecting the seizure and for the custody of enemy aircraft at Customs Airports and at Supply and "Other" aerodromes will be embodied in standing instructions to be drawn up in peace, by the Department of Civil Aviation.

If Air Force personnel are not available, other available armed forces or the Civil Aviation authorities or the police will, where necessary, be employed to seize enemy aircraft.

All enemy aircraft and cargoes seized will be dealt with in accordance with the rules laid down (see Column 3 of Part II of sub-section (A) and Section 3 of this Chapter).

The contents and meaning of the "Impede Aircraft", "Aircraft Seizure" and the "Wireless in Enemy Ships and Aircraft" Telegram which may be received in an emergency from the Commonwealth Relations Office in respect of enemy aircraft are set out in Appendix "B".

(A) DETENTION AND SEIZURE

**DEPARTMENT OF
EXTERNAL AFFAIRS—**

(i) Inform the Departments of Air, Civil Aviation, Territories, Navy and Customs and Excise whether the departure of aircraft of any particular State(s) should be impeded.

(ii) On receipt of the "Impede Aircraft" Telegram from the United Kingdom advise the above Departments whether aircraft should be impeded in conformity with the advice received from the United Kingdom.

**DEPARTMENTS OF AIR,
CIVIL AVIATION, NAVY AND
TERRITORIES—**

If requested by the Department of External Affairs impede departure of any aircraft of the named State(s) and advise the Departments of External Affairs, Defence, Attorney-General's and Prime Minister's of the action taken.

**PRIME MINISTER'S
DEPARTMENT—**

(i) Advise the Department of External Affairs of the "Impede Aircraft" telegram from the United Kingdom and forward copies of the telegram to the Departments of External Affairs, Air, Civil Aviation, Navy, Defence, Territories, Customs and Excise, and Attorney-General's Departments.

(ii) On receipt of advice from the Departments concerned inform the Commonwealth Relations Office of the action taken to impede enemy aircraft.

It is unlikely that there will be special legal power to enforce delay in the departure of aircraft of foreign powers and it will be necessary to rely on administrative measures, making use of such powers as are already available. If these powers prove inadequate for the delay intended, Departments concerned should obtain policy approval from the Department of External Affairs before resorting to other methods.

PART II — WAR STAGE
CHAPTER VIII — TREATMENT OF ENEMY SHIPPING
AND AIRCRAFT—(continued)

Important action to be taken by other Departments (2)	Main action to be taken by Departments primarily concerned (1)	General Observations (3)
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2. ENEMY AIRCRAFT

(A) DETENTION AND SEIZURE

**DEPARTMENTS OF AIR, CIVIL
 AVIATION, NAVY AND
 TERRITORIES—**

- (i) Put into effect pre-arranged plans for the seizure, custody and disposal of enemy aircraft and advise the Departments of Customs and Excise, External Affairs, Defence and the Attorney-General's Department of the action taken.
- (ii) Forward to the Prime Minister's Department:—
 - (a) list of seized enemy aircraft;
 - (b) list of members of the crews of enemy aircraft of enemy nationality or neutral subjects in the service of the enemy who are being detained as prisoners of war;
 - (c) list of members of the crews of enemy aircraft who are neutral subjects and not in the service of the enemy, who have been released on signing a written undertaking not to engage, while hostilities last, in any service for the enemy connected with the operations of the war.
- (iii) Advise the Department of Customs and Excise of the particulars of civil aircraft and cargoes seized in enemy aircraft.
- (iv) Advise each other of the particulars of aircraft seized.

**PRIME MINISTER'S
 DEPARTMENT—**

- (i) Advise the Departments of Air, Civil Aviation, Territories and Navy of the receipt of the "Aircraft Seizure" telegram from the United Kingdom and forward copies of the telegram to the Departments of Air, Civil Aviation, Navy, Customs and Excise, Defence, External Affairs, Territories and the Attorney-General's Department.
- (ii) Advise the Commonwealth Relations Office in accordance with the advice received from the Departments concerned.

All enemy civil aircraft seized together with any enemy goods laden therein will be brought before a Prize Court.

Neutral goods, other than contraband, will not be treated as prize but will be subject to any export prohibitions and to the right of requisition.

In the case of enemy shipping, the responsibility for seizure rests primarily with Customs Officers and the Department of Customs and Excise is in a position to ensure that the provisions of the Customs Act, 1901-1950 are complied with. In the case of enemy civil aircraft the responsibility for seizure does not rest with Customs Officers. In order that the Department of Customs and Excise may ensure compliance with the Customs Act, 1901-1950 it will be necessary for all other authorities responsible for the seizure of enemy civil aircraft to notify that Department of any civil aircraft and cargoes seized and to hold the aircraft and cargoes in accordance with instructions received from that Department until delivered up to the Marshal of the Prize Court or his substitute (who will be an Officer of Customs).

The crews of enemy aircraft if of enemy nationality or neutral subjects will be detained as prisoners of war. Members of the crews who are neutral subjects will be detained until they prove that their sympathies, objects and aims do not lie with the enemy and that their employment with the enemy was disinterested and fortuitous, and until they sign a written undertaking not to engage, while hostilities last, in any service for the enemy connected with the operations of the war.

PART I—PRECAUTIONARY STAGE
CHAPTER VIII—TREATMENT OF ENEMY SHIPPING
AND AIRCRAFT—(continued)

Main action to be taken by Departments primarily concerned (1)	Main action to be taken by Departments primarily concerned (1)	General Observations (3)
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2. ENEMY AIRCRAFT—(continued)

(B) WIRELESS IN ENEMY AIRCRAFT

See Chapter XIV, Section 1(C) (b).

3. PRIZE COURTS

The laws of the United Kingdom concerning Prize are:—

The Naval Prize Act, 1864;

The Colonial Courts of Admiralty Act, 1890;

The Prize Courts Act, 1894;

The Prize Courts (Procedure) Act, 1914;

The Prize Act, 1939.

Section 4 of the Naval Prize Act, 1864, states:—

“The High Court of Admiralty shall have jurisdiction throughout Her Majesty’s Dominions as a Prize Court.”

PART II — WAR STAGE
CHAPTER VIII — TREATMENT OF ENEMY SHIPPING
AND AIRCRAFT—(continued)

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

(B) WIRELESS IN ENEMY AIRCRAFT

See Chapter XIV, Section 1(C) (b).

3. PRIZE COURTS

**ATTORNEY-GENERAL'S
DEPARTMENT—**

(i) Ensure that every Court in Australia and the Territories which will function as a Prize Court in time of war, is in possession of the publications and rules of Court for Regulating Procedure and Practice of Prize Courts.

(ii) Issue any necessary instructions to the Deputy Commonwealth Crown Solicitor in each State.

(iii) Cause the Commonwealth Relations Office to be informed of all decisions of the Prize Court in Australia and in the territories under Commonwealth control.

**DEPARTMENT OF
TERRITORIES—**

Issue any necessary instructions to the Administrators of the Territories to ensure that the Crown Law authorities in the Territories take such action as is required.

In the case of both shipping and aircraft, Customs Officers, including officers in the External Territories, have standing instructions in "Instructions regarding the Detention Service in Time of War" to act as officers of the Prize Court and as substitute for Admiralty Marshal.

When an enemy ship, aircraft or cargo is seized the Customs Prize Officer will at once get into communication with the Deputy Commonwealth Crown Solicitor in the State in which the port or airfield is located.

In similar circumstances Customs Officers in the Territories will at once get in touch with the Crown Law authorities.

Prize jurisdiction in Her Majesty's Dominions generally is exercisable by Courts having jurisdiction in Admiralty under dormant warrants becoming effective automatically on the outbreak of war. In Australia the necessary action is taken by the Governors of the respective States for the Supreme Court of the State to function as a Prize Court.

The Department of Territories should ensure that the necessary action is taken for the Supreme Courts of the Territories to function as Prize Courts.

