

DENIAL OF RESOURCES TO THE ENEMY

DIRECTIVE FOR GUIDANCE IN THE FORMULATION OF

DETAILED PLANS

POLICY

Denial policy will be implemented under one of two categories, according to circumstances:-

- (1) In cities, towns and localities from which the evacuation of the civil population has been ordered and from which the military forces are about to withdraw, a TOTAL denial policy will be implemented, i.e., the complete and total removal or destruction of everything likely to maintain or assist the enemy in his operations.
- (11) In cities, towns and localities in which the civil population is instructed to remain during enemy attack or occupation, a PARTIAL denial policy will be implemented, i.e., certain essential services to enable the population to live will be left intact, together with food supplies. All other services, utilities, vehicles, materials and everything likely to be of assistance to the enemy in his operations will be removed to a safe area or totally destroyed.
A reasonable proportion of bulk supplies of food stuffs and clothing, blankets, etc., will be distributed to the inhabitants for concealment and future use, any remaining being removed from the area, or destroyed "in situ".

POWERS

2. The necessary legal power to implement a denial policy has been conferred by amendment to Regulation 32 of the National Security (General) Regulations. This has been delegated to each G.O.C. Army Corps and Division, and Commander, Lines of Communication Area, under sub-regulations (1) and (2) of that Regulation.

GENERAL PRINCIPLES

3. Methods to be employed in implementing the denial policy will be in accordance with the following principles:-
 - (1) A denial or "Scorched Earth" Policy requires a tremendous amount of organisation and work to implement it. Consequently, the first step in implementing this policy should be to destroy all forms of power. This includes main plants and subsidiary or emergency plants in factories and all stocks of oil fuel. To be effective, subsequent steps must be selective and applied thoroughly at all key points from which the enemy can derive benefit that he most needs and has the greatest difficulty in replacing. Examples are shown in Appendix "A" attached.
- (11) Plans must be made beforehand and should provide for:-
 - (a) Total removal where possible.
 - (b) Removal of component parts, so that no interchange of parts can be effected.
 - (c) Sinking in rivers or sea.
 - (d) Demolitions by fire.
 - (e) Demolitions by explosives. This is the most expensive in material and preparation time and will only be employed when other methods are not possible.

- (111) Denial plans should aim at total destruction for an indefinite period and should not be compromised by any desire to recover resources intact when the enemy withdraws. He will almost certainly himself destroy anything of value in his retreat.
- (1V) In emergency, personnel responsible for the actual denial must take individual action to prevent resources falling into enemy hands.

RESPONSIBILITY

4. Military:

- (1) The Army is responsible for:-
- (a) The general policy for denial of both civil and military resources.
 - (b) Preparations for denial of military facilities.
 - (c) Selection of civil facilities to be denied to the enemy and supervision and approval of plans for denial of these facilities.
 - (d) Assistance to other Services as regards skilled personnel and explosives.
 - (e) Co-operation with the R.A.A.F. in the denial of R.A.A.F. and Civil Aviation establishments as set out in paragraph 6 below.
 - (f) Preparation for demolition of wireless and broadcasting stations.
 - (g) Orders regarding the execution of each phase or portion of all denial plans both Service and civil.
 - (h) Actual denial (destruction or demolition) of military and civil facilities.
- (11) An authority to each G.O.C. Army Corps, Division, and Commander, L. of C. Area, under Regulation 32 of the National Security (General) Regulations has been signed by the Minister, and they will accordingly have legal power by means of orders under that regulation to enforce a denial policy.
- (111) As set out in SM.7823 of 14th May 1942, the order for and execution of "power" demolitions is the responsibility of G.O.C. Army Corps or Divisions but the preparations for and execution of the demolitions should be delegated to Commanders, L. of C. Areas. Operational demolitions are the sole function of the G.O.C. Army Corps or Divisions.
- (1V) It will be the responsibility of each Commander, as above, to prepare and issue the appropriate orders in legal form to the extent for which each is responsible both for the preparatory work in the initial stages (E.G., measures for control, collection, removal or preparation for destruction) and for the actual removal, distribution or destruction of things (other than vessels) when denial has actually to be implemented.
- (V) Commanders, L. of C. Areas, will work in close co-operation with the State authorities in the planning of denial schemes, forming the link between the State authorities and the G.Os.C. Army Corps or Divisions.

5. Naval Forces:

- (1) Naval authorities are responsible for denial of:-
- (A) All Naval and shipping facilities, equipment, etc.
 - (b) All moored shipping, whether at wharves or in the stream.
 - (c) All small craft in conjunction with the Military authorities, particularly in inland waterways.

District Naval Officers and certain Naval Officers-in-Charge are authorised under National Security (General) Regulation 45D and the Immobilisation of Vessels Order of 10th March 1942 to implement and effect a denial policy in respect to vessels of all types.

- (11) In all cases, actual demolition or destruction will not be carried out without orders from the Military authority except in extreme emergency to prevent material falling into enemy hands.

6. Air Forces:

The division of responsibility between the Army and the Air Force for the denial of R.A.A.F. and Civil Aviation facilities, equipment, etc., remains as already laid down and set out hereunder. This division of responsibility is subject to variation where mutual arrangements are made to meet local requirements:-

Army Responsibilities:

- (1) The preparation of demolitions of landing grounds. These may be undertaken by the civil administration or by the Department of the Interior under the direction of the Department of the Army.
- (11) The execution of demolitions of landing grounds on advice by the R.A.A.F. that they are no longer required for operations and on R.A.A.F. request to carry out the demolition. In any emergency in which it appears that enemy occupation of an aerodrome will take place, and in the absence of R.A.A.F. advice, the local Military Commander will be responsible for ensuring that demolition is carried out.

R.A.A.F. Responsibilities:

- (1) The demolition of installations and equipment such as Air Radio stations, R.D.F. and W/T installations, aircraft, fuel, ammunition, repair facilities, etc.
- (11) The provision, maintenance and control of obstacles on the aerodromes, except at isolated localities where mutual arrangements will be made with the Army.

7. United States Forces:

The United States Forces are responsible for the denial of their own facilities, equipment, etc.

8. Civil:

The civil authorities including managers of munition factories are responsible for:-

- (a) Provision of information regarding installations which must be denied to the enemy.

- (b) Plans and preparations for removal or destruction of civil facilities. These plans are to be submitted to the military authorities for approval (vide paragraph 4 (1) (c) above).
- (c) Actual removal of civil facilities, particularly machine tools and munitions manufacturing plant, to a safer area insofar as this is possible. The military authorities are responsible for the destruction of facilities which cannot be removed (vide paragraph 4 (1) (g) above).
- (d) Co-operation with the military authorities in every way to ensure the success of the general plan.

9. Liaison:

There must be a clear understanding between the military and civil authorities as to their respective responsibilities for actually carrying out the necessary work and to ensure complete denial when orders for action are issued.

10. Close liaison will be maintained by the Army with R.A.N., R.A.A.F. and United States Forces to ensure that the necessary action so far as their own Service is concerned is within their capacity.

EXECUTION

11. Time will be a vital factor in making adequate preparations. It will be essential to concentrate on areas in the following priority:-

- (1) Coastal areas which cannot be adequately protected by troops and which are now directly endangered, e.g., North West Australia and North Queensland.
- (11) Similar areas which are less immediately threatened.
- (111) Coastal areas which are protected by covering forces.
- (1V) Inland areas according to their accessibility.

12. The degree of decentralisation of plans in each of the above groups should be progressively restricted. For example, in group (1), not only should plans be prepared with the greatest rapidity, but all concerned should be notified of the action required of them in the execution of the denial plans. In the other groups, knowledge of plans should be limited for the present in order not to cause unnecessary alarm.

Installations, facilities, etc., which should be denied to the enemy:-

1. Naval, Army and Air Force installations, aerodromes, facilities and equipment.
 2. Wireless, Cable, telegraph stations and telephone exchanges.
 3. Petrol and oil stocks, installation and pumping equipment as well as wells and refineries.
 4. Stocks of coal, raw materials, gunny bags, drums, clothing materials, boots, leather, food stocks and alcoholic liquors. Water supplies and minimum stocks of essential foodstuffs should be left for local inhabitants but latter should, as far as possible, be distributed to the population before withdrawal to avoid bulk supplies falling into the enemy's hands.
 5. Harbour facilities, especially bunkering equipment and ship repairing facilities, sources of power to work them and fresh water.
 6. Transport facilities, especially road and rail bridges, locomotive repair shops, and all engines and rolling stock, sea and river vessels which cannot be removed.
 7. Mine workings and machinery for getting, transporting and refining ores required by the enemy, especially wolfram, lead, zinc, nickel, cobalt, copper, manganese, bauxite, chrome, silver, gold, iron ore and engineering stores therewith.
 8. Special attention should be paid to the denial of bicycles, motor vehicles, petrol, oil and producer gas units.
 9. In dry areas, particularly North West Australia, Northern Territory and Central Australia, the denial of water will provide a most powerful weapon. Most complete plans are necessary to ensure demolition of pumping machinery and bores or the contamination of stocks of water before final withdrawal of local personnel.
 10. Wireless installed in motor cars should be removed and when cars are parked, key and distribution point should also be removed.
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