

STATE WAR EFFORT CO-ORDINATION COMMITTEE.

"SCORCHED EARTH" SUB-COMMITTEE.

Report of 27.2.'42.

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This Report:

- 6/ Outlines a plan to deny to the enemy, through salvage and demolition, the use of our resources; seeks to establish the military-civil reasons for recommended actions; proposes resort to the civil structure to relieve the fighting forces. (P.1).
- 6/ Defines "Scorched Earth" in three degrees - the adoption of any of these degrees to be determined by military strategy. (P.1).
- 6/ Sets forth military tenets as its background - provides for military-civil collaboration in planning and implementation - and makes operation a matter of military signal and command. (P.2.)
- 6/ Provides a category of salvage-demolition priorities (Appendix "A") endorsed by the military representative - and proceeds to identify the civilian unit-owner and association-group concerned. (P.3).
- 6/ Refers to the experts of each such civil association-group sketched operational plans, for completion by it in consultation. (P.3).
- 6/ Suggests costs be a charge on industry and that such be legitimate expenses for taxation and maximum profit purposes and the War Damages Act. (P.4).
- 6/ Provides for promulgation of National Security Regulations - and for the policing of "Scorched Earth" law. (P.4).
- 6/ Uses existing trade associations federations and Unions in civil collaboration. (P.4).
- 6/ Proposes the establishment of mobile parties from within the civil structure to assist Divisional and Corps Engineers and Salvage Troops to complete the work. (P.4).
- 6/ Adds sample Operational Plans - and a Code of Citizen Instruction. (P.5).
- 6/ Quotes a memorandum on "Scorched Earth" by the British Ministry of Economic Warfare - which it finds to be confirmatory of its recommendations. (P.6).

STATE WAR EFFORT CO-ORDINATION COMMITTEE SUB-COMMITTEE ON "SCORCHED EARTH".

Report of 27/2/1942:

The Sub-Committee recommends for State War Effort Co-Ordination Committee adoption:

The General Outline of an Auxiliary Plan to impede the enemy by the defensive counter-offensive of the "scorched earth" principle:

- (i) To marshal, salvage, disperse, dispose of (to dumps, bases, heads and pools), demolish, destroy, devastate - utilities, properties, commodities and materials to be denied to enemy use.
- (ii) To establish the military-civil reasons therefor and to safeguard against wanton or unnecessary destructions.
- (iii) To set up an auxiliary civil organisation to design, prepare, and execute such prior salvage and demolition to military requirement, in the Eastern Command area, and to outline its functions, formation and control.
- (iv) To utilise the existing civil structure to this organisation end; and thus to relieve and to assist the Armed Forces without prejudice to either the Fighting or the Producing Arm; conforming to the Prime Minister's announcement of general principle that everything and everybody belongs, in war, to the State.

"SCORCHED EARTH" - DEFINED:

"Scorched Earth" is defined as the ultimate intensity of three degrees of strategic elimination destruction:

1. Military demolitions of various types - e.g. military destruction of roads, bridges, railways, locomotives, rolling stocks, telegraphs, guns &c.
2. Parched Earth - the N.E.I. degree: extending destruction to oil wells and oil supplies, coastal craft, motor vehicles, foodstocks &c., i.e. items of early use to the enemy.
3. Scorched Earth - the Russian and Chinese degree - in which destruction extends to the devastation of food, water and housing, leaving nothing behind for the use of the enemy; and incidentally, leaving the civilians to fend for themselves in the ruins (though organised through pre-existing Soviets, to intelligence and guerilla functions).

Whether the first, second or third degrees be applied in any sector or circumstance is a determination of military strategy and Government policy.

Nor are we to know - until the enemy strikes - in what sector, north, east, south or west, "scorched earth" principles may have to be militarily applied.

Over the potential battle area, the civil utilities, properties, equipment, stores and materials, use of which is to be denied to the enemy, are - in their aggregate extent and kind, disposition, location and ownership - vast. The implementation of "scorched earth" strategy at the military moment at any point in this wide-spread territory, is obviously beyond the capacity of Divisional and Corps Engineers and Salvage Troops of three Divisions "in withdrawal".

There must, therefore, be an auxiliary civil prior organisation and plan to assist and support the specialised Armed Forces, by part-time use of the Reserved Occupations in the Producing Arm - in their present work and location, so as not to prejudice wartime production!

Even with this auxiliary, it may not be practicable, with present time resources and trained technicians, to fully implement urgent military purpose. Nevertheless, demolition and destruction, "in withdrawal" at the least, must be envisaged; for even partial consummation may prove vital.

This plan purposes, therefore, to organise civil assistance in "scorched earth", in the three degrees: (i) demolition; (ii) "parched earth"; (iii) "scorched earth" - to assist and relieve the Armed Forces. The Sub-Committee accepts the view that the authority for "scorched earth" applications will be military - expressed primarily by incorporation of the military view in the plan - by military-civil collaboration in development and implementation of the plan, and finally by local military signal and command in the affected sectors.

MILITARY TENETS:

The Sub-Committee also accepts, as the background of its report, the military tenets expressed by the Military representative on the Sub-Committee, as follows :-

- (1) Complete destruction of anything which would assist the enemy if it fell into his hands.
- (2) Civil movements to be subordinated to military operations and to be planned so that they will not impede such operations.
- (3) Evacuations of people and livestock to areas approved by the Military Authorities - voluntary thinning out by civilians to commence at once.
- (4) Movements of stock, seed etc. should be carried out without delay.
- (5) No evacuations of any kind from town or country after operations are deemed to have commenced except under direct military orders and control. After operations have commenced the people will best serve the military effort by remaining in their own areas and carrying on under the control and guidance of local authorities.

A CIVIL RESERVATION:

It submits, however, one civil reservation:

Despite enunciated policy with regard to evacuation - that the population of the forward areas should remain "put" - the civil representatives of this Sub-Committee, as human beings dealing with human beings, regard that policy as a Military ideal which cannot operate effectively because of human nature.

They suggest that preparations should be made to reduce a potential natural stampede to an orderly withdrawal. The civil members of the Sub-Committee feel that Australian civilians will not be content to remain in enemy-occupied sectors, but would prefer to take their chance in the bush. To meet this, the civil members suggest the prior location of defensible refuges in the bush at which tools and essential food supplies may be cached, and to which cattle etc. remaining over from the Livestock Evacuation Scheme could be driven at the last moment for the sustenance of retreating civilians, many of whom would then willingly enlist in the V.D.C. guerillas.

The opinion of the civil members is that if all possible civilian withdrawal is prior organised to replace potential disorderly "getaways", both salvage and "scorched earth" operations will be facilitated.

Furthermore, the Sub-Committee feels that special account must be taken of the particular civilians who are to implement the various phases of the "scorched earth" policy, and who, in so doing, may perforce have to function some distance from their homes. The view is held by civil members that they will not be psychologically able to play their parts successfully if they are doubtful as to the welfare of their wives and families, and that accordingly, there should be early organisation of a late evacuation scheme for their families.

The Sub-Committee agrees that evacuation of ineffectives under the present voluntary scheme should be encouraged.

Powers from Government to regulate citizen movement and duty, to impress and compensate, to marshal, use, move and destroy chattels, properties and structures, have already been promulgated - and the War Damages Act has been extended to cover "scorched earth" consequences.

These need to be collated to the express service of this plan.

"SCORCHED EARTH" CATEGORIES AND PRIORITIES:

By Return Census under National Security Regulations, by compilation from Army and Departmental Records, and by Reconnaissance, Survey and Report with consequent appreciations - as in the case of craft, jetties and bridging structures, enumeration for inclusion in particular plans is being made of the civil utilities, properties, equipment, stores and materials, use of which must be denied to the enemy.

We set out in Appendix "A" a category of demolition priorities. This is a first compilation which will require augmentation as time permits. We are indebted to Mr. Lane, Roding Officer of the N.S.W. Forestry Commission, for its improvisation. It has been checked and revised by the Military representative.

THE SCORCHED EARTH ORGANISATION:

We propose to name against each objective-demolition the civil authority, company, firm or private owner in which it civilly vests; and at the same time indicate the peacetime association or organisation with which such ownership normally federates - for Government, trading, political or other purposes.

We think that we can accept this existing civil structure as a basis for a wartime conversion to a civil collaboration auxiliary, which can be used by the military authorities for emergency implementation of a Scorched Earth Plan.

Obviously, the experts in each specialised administration, service, or industry, are the authorities best qualified to :

- (i) Advise on how to render ineffective, or to destroy, or how to salvage essential parts or remove machinery of their specialised service or industry.
- (ii) Instantly implement at military signal and command, a Scorched Earth operation for their specialised service or industry; and therefore be called upon to :
- (iii) Collaborate with this Sub-Committee in the perfection of prior plans to the military end of "scorched earth" applications at military requirement.

We suggest that :

- (i) Each administration, service or industry located within the Eastern Command, and coming within the "scorched earth" category in its present or future extent, be required by National Security Regulations, through its present management and officering, and with the wartime co-operation of relevant Trade Unions, to undertake the "scorched earth" functions specified above.
- (ii) The Particular Plans so prepared be subjected to military approval and acceptance, and be implemented by the same civil auxiliary organisation at military signal and command.
- (iii) The cost be a charge on industry, and for taxation purposes be accepted as a legitimate expense; or should it result in diminishing the return on capital to less than the approved 4%, that it be transferred to (iv):
- (iv) War Damages Act to cover "scorched earth" destructions.

These propositions conform to the already enunciated wartime principles that :

- (i) Every person and thing and service is at the wartime service and command of the Commonwealth.
- (ii) The cost of war is pooled.

Accordingly for all practical purposes each administration, service or industry becomes automatically a wartime agency of "scorched earth", using its own "Pay Corps", and subsequently recouping from the Nation-at-war - this technique continuing until the particular civil structure is dissolved by war, when its civilian constituency transfers either to the Army, Labor Corps, or to the elsewhere functioning Producing Arm.

POLICING:

Obviously, it will be necessary to see that each affected administration, service or industry, does carry out its orders under the Scorched Earth Plan :

- (i) In planning and co-ordination.
- (ii) In preparation (organisation and demolition technique).
- (iii) In implementation at military command.

If these orders be promulgated as law, then their policing will become automatically a responsibility of the Police - until the military command takes over their implementation in withdrawal.

But the Police will have their hands full and can do no more than police the law.

It remains for the civil structure to provide from within itself any necessary part-time special services and technical groups, for mutual assistance and plan co-ordinations. This may be effected by using and converting the existing civil machinery of peace-time associations and federations - and these should be called upon and required so to organise in collaboration with the State War Effort Co-Ordination Committee, through this Sub-Committee.

In addition, mobile parties may have to be formed to act as auxiliaries or ancillaries to Divisional and Corps Engineers and Salvage Troops, whose function it will be to complete in the front line, what the civil auxiliary has been unable to do from the rear.

In short:

- (i) Just as A.R.P. is carried out under civil law by the civil structure, so also can Scorched Earth Operational Plans be prepared and arranged by the same civil structure.
- (ii) Military control will be through a Plan of Scorched Earth militarily approved beforehand; by military-civil collaboration through the State War Effort Co-ordination Committee and its Scorched Earth Sub-Committee; by prior civil organisation throughout the potential operational areas and by military use of this organisation as a civil auxiliary at the military moment to implement so much of the plan as military requirement dictates.
- (iii) The work of the civil auxiliary will be taken over at the front line and completed by Divisional and Corps Engineers and Salvage Corps - but the civil structure may provide special groups and services in support.

OPERATIONAL PLANS:

If its thinking, thus far stated, meets with approval of authority, the Sub-Committee proposes:

- (i) To sketch sample plans for each item of the Scorched Earth Category.
- (ii) To identify civil ownership by units and associations.
- (iii) To call upon the expert groups of each such ownership unit and association for specialist check, and collaboration in the preparation of final Operational Plans for each - the whole to be done simultaneously and completed by each in the shortest possible time.
- (iv) To devise in addition a Code of Instruction for the private citizen (see trial draft - Appendix "C").
- (v) To submit these for State War Effort Co-ordination Committee information and covering approval.
- (vi) To proceed with the installation of these plans in the civil structure - so that they may be militarily implemented in emergency.

Some sample operational plans have been sketched by the Sub-Committee and follow in Appendix "B". These will be discussed with the special administrations, services, and industries

affected, and completed as far as may be, for general authorisation and subsequent implementation.

The Sub-Committee will then proceed to cover the categories in order of the priorities as given.

GENERAL:

The Sub-Committee finds that the treatment of the city and country problems must be essentially different and separate. It assumes that the cities have to be fortified and held; that on the other hand evacuation of certain coastal sectors may be necessary and at an early stage, due to invasion, or the threat of invasion.

Because "scorched earth" functions in withdrawal and in evacuation, and Salvage must for the most part precede these, the Sub-Committee finds its thinking unavoidably involved with considerations particular to other functions of the State War Effort Co-ordination Committee.

Subsequent to the compilation of this report, the Sub-Committee has had placed before it by the Military authorities, a copy of a memorandum from the British Ministry of Economic Warfare.

This memorandum (A.H.Q. - S.M.2927 - 16th February, 1942) in itself constitutes a statement of policy on "scorched earth" which is quite consistent with our preceding submission, but expresses more precisely the purposes of the Policy. The data which it contains and which were originally transmitted by the Dominions Office to Colonial Dependencies, is considered by this Sub-Committee to be not wholly applicable to local conditions (as the "Colonial Abandonment Policy" did not envisage the defence of these isolated island possessions).

This report would be incomplete without it and we quote accordingly for the State War Effort Co-ordination Committee's information:

"To be most effective it ("scorched earth" policy) must be:

"(a) Selective: It must be applied thoroughly at all key points from which the enemy can derive benefit, that he most needs and has greatest difficulty in replacing. Examples are :

- "(i) Naval, Army and Air Force installations and aerodromes.
- "(ii) Wireless, Cable and Telegraphic stations.
- "(iii) Oil stocks, installations and pumping equipment as well as wells and refineries.
- "(iv) Stocks of coal, raw materials, gunny bags, drums, clothing, materials.
- "(v) Harbor facilities especially bunkering equipment and shore repairing facilities and sources of power to work them.
- "(vi) Transport facilities, especially road and rail bridges, locomotives, locomotive repair shops and all sea and river vessels which cannot be removed.

- "(vii) 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). Water supplies and minimum stocks of food stuffs should be left for local inhabitants, but the latter should as far as possible be distributed to the population before withdrawal, to avoid bulk supplies falling into the enemy's hands.
- "(b) Ruthlessness: It should aim at total destruction for an indefinite period and should not be compromised by any desire to recover resources essentially intact, when the enemy withdraws. He will almost certainly himself destroy anything of value in his retreat. Destruction is much better than concealment. Where destruction by fire or explosives is not practicable, dumping in the sea or rivers may be sufficient. Important corresponding parts of similar machinery should be destroyed to avoid the enemy piecing together any one installation.
- "(c) Careful plans in advance: Military authorities will presumably have prepared their own denial plans in respect of military installations etc. In cases of civil installations the Civil Government should undertake responsibility in consultation with the Military authorities for preparing plans and for seeing that they fall into a comprehensive scheme which will include military plans as well. Military authorities are responsible in all cases for seeing when denials are to be carried out. Plans must include clear understanding between military and civil authorities as to their respective responsibility for actually carrying out the necessary work when military authorities have decided the time has come for that to be done and plans should provide specifically for advanced organisation and training reliable personnel to carry out each item of the denial programme.
- "(d) Rigorous co-operation applied in practice: While premature demolitions are to be avoided, e.g., if the enemy attack is in the nature of a raid rather than in an attempt to occupy, experience shows that the principal danger lies in leaving matters too late. The essential, therefore, of an effective scheme is that it should be quick. The responsibility of deciding when denial schemes in respect of commercial installations should be implemented should not (repeat 'not') be left to companies or other private interests, but their co-operation will be needed in the preparation of the scheme.
- "2. Policy should be to evacuate all moveable material in short supply and to destroy what cannot be removed. To this end priority lists should be maintained for removal of all stocks and rare metals, machine tools, etc., and should include skilled operatives. Evacuation should be instituted early insofar as shipping resources (where this is applicable) permit.
- "3. In Colonial dependencies where denial plans have already been prepared these should be reviewed with the object of seeing whether they are sufficiently comprehensive and far-reaching. Where no plans exist at present, Colonial Governments are requested to review the position with a view to drawing up a list of resources which should

be denied and preparing a general scheme. I consider this should be done even in those dependencies which fell themselves relatively well remote from active theatres of war. It will not, however, in some cases, be necessary to proceed to the stage of final preparation, e.g. laying explosive charge.

"4. Compensation: Where damage is done in the course of military operations or on orders of our own Forces, the answer to any enquiries must be that the question of compensation cannot be decided until after the completion of the war. Where we cannot ourselves effect destruction in the course of war-like operations to induce other people to destroy, we shall no doubt where necessary, have to promise replacement after the war, of destroyed property, if owners regain possession after the war it is a reasonable commercial proposition for them to resume operations and if compensation is not obtainable from any other source. Account would have to be taken of any benefit to owners due to preservation of a wasting asset which, but for destruction, would be likely to have been exhausted or diminished by the enemy.

"5. While discussion of plans should be kept as secret as possible, it will be necessary to take into your confidence representatives of companies and other interests concerned. It can be explained to them that "scorched earth" preparations form an essential part of a defence scheme, that all vital interests will be defended to the last, but that in the unlikely event of defence failing, it is necessary to be prepared to destroy material likely to be of value to the enemy."

We desire to acknowledge the co-opted help of Mr. H.M. Lane, Roding Officer, Forestry Commission.

Signed by the Sub-Committee:

J. J. L. McCALL, Col., Base H.Q., E.Comd.: Military Representative.

A. H. STANDEN, Inspector 1/c: Police Representative.

E. H. F. SWAIN, Commissioner for Forests: Chairman.

Date: 27th February, 1942.

D. W. PETERSON, Secretary.

SCORCHED EARTH CATEGORIES.

PRIORITIES.

To be divided into 3 GROUPS :-

- I. RURAL COAST.
- II. SYDNEY - KEMBLA OPERATIONAL AREA.
- III. NEWCASTLE - PORT STEPHENS OPERATIONAL AREA.

The Priorities will differ in Group I from Groups II and III.

NOTE: RAILWAYS, ROLLING STOCK and ROADS have yet to be included, and given priority according to the definite strategy. Similarly with Railway Repair Shops and Coal Loading Installations.

Number 25 has to be interclassified.

Aerodromes and Air Port facilities need separate grouping.

PRIORITY
NUMBER

1. Landings Piers, jetties, wharves, and other port facilities calculated to assist landing operations by the enemy. Docks.
2. Craft Small craft (launches and boats).
3. Crossings &c. Bridges, crossing structures and tunnels.
4. Motor Fuels Petrol, Diesel Fuels.
Oils, Greases, Kerosene.

Power alcohols
Tyres
Charcoal
5. Motor Transport Trucks, lorries
Cycles
Cars
Buses
Trailers
Tools, batteries
6. Tractors Tractors - wheeled and crawler
7. Horse Drawn Wheeled Transport Horses
Waggons
Drays
Sulkies
Buggies
8. Repair Equipment Garage equipment and machines
Portable and stationery engines
Tools - axes, shovels, &c.
9. Communication systems & wireless Transmitting stations.
Telegraph and Telephone Exchanges and wires, both P.M.G. and Railway Department.
Owners of battery sets to be encouraged to remove or hide them, to provide means of communication.
10. Coal Mines Coal stocks.
Coal Mines - pit heads.
installations and machinery.
tunnels, shafts.
11. Industrial Stocks Coal, carbon fuels, charcoal, gas, timber.
Raw materials, finished products and partly finished products.
12. Road Plant Road-making plant and equipment.
13. Foodstuffs Foods and liquors - in abandoned shops, wholesale and chemical depots, factories.
14. Clothing Boots, leather, blankets, woollen goods.
15. Valuables Currency.
16. Water Supply Private water supply - tanks, wells, pumps and windmills.
Communal water supply - reservoir, water reticulation systems, water boosting pumps.

PRIORITY
NUMBER

- | | | |
|-----|--|--|
| 17. | Fodder | Haystacks, Ensilage (Live-Stock Evacuation Sub-Committee).
Growing Crops. |
| 18. | Bulk Flour | Flour stocks and mills. |
| 19. | Grain | Bulk Grain Silos. |
| 20. | Stock | Cattle, Sheep, Pigs, Poultry. |
| 21. | Seed | Seed stocks. |
| 22. | Farming
Primary
Production | Pastoral and Farming machinery, implements
and equipment. |
| 23. | Install-
ations | Power Stations.
Gas Works.
Industrial engines and power plants. |
| 24. | Armament &
Aircraft
Factories | Explosive and Armament, Aircraft Factories. |
| 25. | Industrial
Plant and
Machinery
Manufactur-
ies | Motor Industry.
Sheet Metal and Metal Trades (including
nails and wire).
Engineering Foundaries.
Ship-building.
Mining,
Butter Factories.
Abattoirs.
Canned Foods.
Bulk "
Perishable Foods.
Surgical Equipment and Supplies.
Scientific Instruments.
Sugar.
Woollen and Cotton Mills.
Tools.
Rubber.
Clothing.
Tents.
Wireless Equipment.
Timber Yards and Mills, Woodworking.
Leather.
Rope.
Paper.
Printing. |

ARMAMENT WORKS - SPECIAL:

These are to be defended and kept producing to the last moment but demolition plans must be prepared immediately so that there can be instant demolition when required.

(First Draft - subject to revision in consultation with Specialist Groups).

SCORCHED EARTH DRAFT OPERATIONS PLANS.

PRIORITY 1: PIERS, JETTIES, WHARVES, AND OTHER PORT FACILITIES
calculated to assist enemy landing operations.

PART I.

Military reasons: Enemy, in the contingency of seaborne coastal landing from M.L.C. may not necessarily be extensively retarded in gaining shore by the absence of piers, jetties, wharves.

Their presence and that of other port utilities, would nevertheless, assist the first landings in the first stage.

And in the second stage greatly facilitate and accelerate second and subsequent waves and establishment of lines of supply.

Demolition preparations have already been taken by Navy - Army of certain jetties:

Coff's Harbour
Corrimal
Wollongong
Port Kembla

Kiama
Jervis Bay
Bateman's Bay
Twofold Bay

Considerations for Plan:

Piers, Wharves
Jetties

Coastal location immediately resolves into 5 Zones - Sydney Port, Newcastle Port, Kembla Port, North Coast, South Coast in the E.C. Area.

Port Facilities
and Utilities

Port major structures are confined, in the main, to the 3 Ports. But minor facilities are extant along the whole coastline.

The concepts, to be turned into authorised and accepted precepts, are:

- (a) Only those wharfs etc., and facilities which are now in full use, and must continue to operate to maintain necessary economic, trade and supply organisation and shipping service function shall be left.

Their number is the irreducible minimum consistent with this unimpaired and continuing functioning.

- (b) Even some such are to be prepared for demolition.
- (c) All others will be prepared and demolished.
- (d) The methods of demolition - total or rendering ineffective in different degrees depending upon factors enunciated, will differ in cases.

Unit in possession:

Proposed Planning and Implementation Consultation or Agency:

Specific tasks of preparations and demolitions allotted to :

- | | |
|--|-------------------------|
| 1. National and Public | |
| 2. Shires and Councils. | P.W.D. |
| 3. Coastal Steamship Coys. and Coal Companies. | D.M.R. |
| | Shires & Municipalities |
| | Harbour Trust |
| 4. Privately owned (minor group) | |

Plan Principles and Method:

- A. Action to be taken immediately in North Coast Zone and South Coast Zone.
- (i) Survey and listing of structures - (done).
 - (ii) Survey and reconnaissance determining extent, in some exactitude, of -
 - (a) present trade use;
 - (b) essential continuance - to be carried out.
 - (iii) Engineering Reconnaissances for method, stores - concurrently with (ii).

Then determination of particular items within Priority 1, and Military approval of such items for preparation and execution, and method; and also of items for deferred and final execution.

- B. Port Kembla.
- C. Sydney Port.
- D. Newcastle Port.

Part II of this Plan deals with Kembla Port.
Part III with Sydney Port and Newcastle Port.

In this Priority I, implementation will confine within Departments, Shires and Company unit-owners, who will have technical engineers on the staff.

Allotment of specific jobs will plan that no implementation Department is overloaded in the concurrent execution of Priorities I, II, III, IX, X, XVI, XIX, XXIII, and Armaments, and major items of Priority XXV.

SCORCHED EARTH DRAFT OPERATIONAL PLANS:(Subject to revision in consultation with Specialist Groups.)PRIORITY 2: WATER CRAFT:

Military-reason: Enemy may requisition for coast-wise infiltrations or for outflanking defended areas via estuaries and rivers, or for occupation.

Unit-in-possession:Proposed Planning and Implementation Consultation or Agency.

- | | | |
|--|---|--|
| (a) Boat builders and sellers. |) | |
| (b) Boat Hire businesses. |) | Estuaries Control Committee. |
| (c) Trade and industry. |) | Naval Auxiliary Patrol. |
| (d) Private owners. |) | Maritime Services Board. |
| (e) Launches, tugs and pulling boats used by Maritime Services Board at various coastal ports for bar and river soundings and surveys. |) | Fisheries.
Boatshed proprietors.
Newcastle Harbor Trust.
Royal Yacht Club &c. |

Note: Coastal shipping, boats of the Naval Auxiliary Patrol and Military patrol boats are excluded from this plan.

There remain (a) Pleasure boats; (b) Fishing, trade and industry boats - auxiliaries, sailing boats, motor launches and rowing boats.

None of these must be allowed to fall into enemy hands. Even rowing boats may be towed along our coast in calm or moderate seas.

They vest civilly in Governmental, company, firm, or citizen ownership. These ownerships and their association or organisation-groups, if any, must be identified immediately so that through the group organisations, practicable "scorched earth" operational plans may be prepared by them in collaboration with the State War Effort Co-ordination Committee, and responsibility for their implementation laid upon the unit-in-possession.

Plan Principles:

1. Along the eastern coast within the Eastern Command, where enemy landings and infiltrations are potential, and in the estuaries and rivers which may give access to the flanks of our defences:
 - A. EXCLUSIVE OF SYDNEY HARBOR AND SUCH OTHER DEFENDED PORTS AS MAY BE SPECIFIED BY EASTERN COMMAND:
 - (i) The owners or users-in-possession of all pleasure boats, and any fishing or trading boats not engaged in essential service or industry, or taken under control by the Navy, the Military, or the Naval Auxiliary Patrol, must, within fourteen days:
 - (a) Transfer such boats to Sydney Harbor or to such other defended ports as may be specified by Eastern Command;

- or (b) Remove them from the water well up the shire to complete concealment and camouflage - and there dismantle them entirely of masts, sails, rudders, oars, rowlocks, sparking plugs, or vital parts - or remove the engine and bury it - for the duration of the war. And remove these parts to secret storages in districts well away from the water; making an inventory of such parts and lodging a copy with the nearest Police Station, setting forth the place of storage and stating the name, description and location of the dismantled boat, its cost price and from whom purchased; each adding his signature and address. Whereupon such parts remain in Police or Military custody and any such part may be impressed by the Military or Naval authorities for the duration of the war.

And any owner or user-in-possession of any such boat who has not carried out this order will be punishable at law and liable to have such boat confiscated for military purposes.

Fishery Inspectors, Police and associated officers of the Crown will police these orders.

- (c) Arrange for instant destruction of such boats by burning or breaking, in military emergency. Owner or user-in-possession will be held responsible if any such boat fall to enemy use.
- (ii) The owners or users-in-possession of any fishing or trading boats engaged in essential services or industries must not leave any such boat unguarded at night or for any period of day time, unless vital parts and spare petrol are removed and secreted, and the boat moored in the greatest possible concealment and camouflage.

In the event of enemy landing or advance the owner or user-in-possession will be held responsible for the instant removal of such boat beyond the reach of the enemy, or for the sinking of such boat at a spot known only to himself, or for its instant burning - at all costs to himself. Petrol stocks for such watercraft must be kept as low as possible; in emergency, remaining petrol stocks must be burned or used for destroying craft, to place them beyond reach of enemy use.

This order will be policed by the police, Naval Auxiliary patrol, or Naval or Military authority.

Provided that any such boat at any moment may be impressed by any such authority, or directed to be delivered and moored at a specified mooring place or boat shed under military guard, for military use, or for destruction by the military authorities in emergency.

B. WITHIN SYDNEY HARBOR OR WITHIN SUCH OTHER DEFENDED PORTS AS MAY BE SPECIFIED BY EASTERN COMMAND:

Note: If the enemy occupy Sydney Harbor, his invasion plan will have been implemented beyond the point where watercraft need to be used for coast-wise infiltration - but he may use such watercraft within the Harbor to outflank the defending forces of Sydney itself, or for the purposes of occupation.

It is assumed that he will not make a frontal entry through the Heads, but that he is more likely to approach from North, South or West. Aggregation of craft at any such point of entry might actually play into the enemy's hands. For the purposes of this order it is proposed to adopt the concept of scattered groups under guard ready for demolition or military use.

- (i) The owners or users-in-possession of all pleasure boats and any fishing or trading boats not engaged in essential service or industry, or taken under control by the Navy, the Military or Naval Auxiliary patrol, are required within days, to place their craft on the slips of recognised boat shed proprietors, or hand to such boat sheds, when slips will not accommodate all the craft, removing vital parts to their homes. Storage charges shall be payable by the owner or user to such boatshed proprietor.
- (ii) Such recognised boatshed proprietors shall be enlisted in the V.D.C., with the duty of guarding such boats and of destroying them in Military emergency. Each such proprietor shall make an inventory of the boats in his care - their names, descriptions, owner, owner's address and his estimate of their value, together with a description and valuation of his boatshed and slips, and lodge a copy of such inventory at the nearest Police Station, together with a copy of his proposed plan of emergency destruction at military signal or command.
- (iii) The owners or users-in-possession of any fishing or trading boats or other boats engaged in essential services or industry will be bound by clause (A)(ii).

SCORCHED EARTH DRAFT OPERATIONAL PLANS.

(Subject to revision - in consultation with Specialist Groups.)

PRIORITY 4 : PETROL AND OILS:

Military reasons : The pursuit of mechanised war depends primarily upon petrol and oils. These the enemy must bring with him using precious transport. We must not provide them for him. Petrol and oils must be destroyed in the face of the enemy if they have to be abandoned. Such last moment destructions must be prior-organised.

The problem has four sections: (1) Naval; (2) Oil Pool; (3) Retail; (4) Consumer. (The Pool section owns the bowser equipment of the retail section, the latter only handling the stocks.)

Unit-in-possession:

Proposed Planning and Implementation Consultation or Agency:

- | | |
|----------------------------|--------------------------------|
| (1) Navy. | - - - |
| (2) Oil Pool. | 16 Companies. |
| (i) Main terminals. | - - - |
| (ii) Country depots. | |
| A. class. | |
| B. class. | |
| (3) Retail: | |
| (i)Service Stations. | Service Stations' Association. |
| (ii) Users bowsters. | |
| (4) Consumer: | |
| (i) Fighting forces. | |
| (ii) Civil structure. | Citizen Code and Police. |

Plan Principles:

- (i) No petrol or oils must be destroyed until abandonment is enforced by enemy pressure; but nothing must be left for enemy use. This will be the duty at law of every citizen.
- (ii) Supply services must be maintained both to the Producing Arm and to the Fighting Forces to the last moment and at all hazards.
- (iii) Units-in-possession will be responsible for this supply service; when evacuation becomes imminent unrestricted supply service must be accorded - ration tickets will then be dispensed with.
- (iv) Supplies may be prior-secreted in bush caches or safe areas - provided return of quantity, type and location be lodged at the nearest police station for transmission to the Liquid Fuel Board.
- (v) Liquid Fuel Board will arrange to get and maintain current record of wholesalers, depots, retailers; their locations, stock capacity and actual stocks at the end of each month; and supply a monthly statement to the State

War Effort Co-Ordination Committee (Scorched Earth) and to BIPOD (Major Cohen).

- (vi) When BIPOD (bulk issue of petrol and oil distribution) is proclaimed to apply to a particular area, petrol stocks, wholesale, retail or consumer, are frozen for military use - except such as may be released under ticket from the Liquid Fuel Board. Major Cohen (BIPOD) takes over control for the service of the fighting forces.
- (vii) Oil Companies to recommend a technique of demolition upon abandonment; to draft and to transmit to State War Effort Co-Ordination Committee (Scorched Earth), a Scorched Earth Operational Plan for each type of depot or service station equipment to provide material and instruct staffs in charge in the technique of demolition, and in the action detail to be taken before abandonment; these staffs to be responsible for instant implementation at all hazards.
- (viii) Service Stations' Association to act similarly in the retail sphere.
- (ix) Every motor vehicle owner and citizen consumer in possession of petrol or oil, whether on his own behalf or that of an employer, before abandonment must empty it to waste by setting the electric petrol pumps in motion, or by piercing the underground tanks by driving crowbars into the floor of each tank, or by adulteration with sugar, linseed oil, as specified by experts, or by burning as a last resort.
- (x) All persons concerned will be held responsible at martial law for neglect resulting in any petrol or oil becoming available to the enemy; they will be required to plan their last moment arrangements beforehand.
- (xi) BIPOD, the local military command or the police will see that action becomes complete before abandonment.
- (xii) Oil Companies to reduce the present danger of concentrated storage in conspicuous reservoirs by distributing to unused underground petrol tank storages, (500-1000 gallons capacity) at the safer retail points - these to be sealed by the companies, and to be regarded as part of the oil companies own storages. (In practice the average service station uses only 20% of capacity, and these could be rationalised to transfer surplus storages to the oil companies, who would be primarily responsible for action detail at the last moment, using service station staffs).

(First draft -
Subject to revision).

CODE OF CITIZEN ACTION.

"Scorched Earth" Section:

The plain citizen must understand from the beginning that "Scorched Earth" is used as the comprehensive title of a comprehensive plan of denial to the enemy of the use by him against ourselves of our own resources.

Its application in either the first, second or the third degree of:

- (i) Military demolition;
- (ii) Parched earth;
- (iii) Scorched Earth;

is a matter for determination by military strategy; in respect of place, circumstances and time.

But "scorched earth" in any degree is an issue so closely related to the civil structure that application must be conjointly military and civil, and civil collaboration and understanding must be complete - because the ordinary citizen may be called upon as a civil soldier to destroy for his country's sake, possessions which to him were treasured, but of which sacrifice is demanded of him lest the enemy requisition them, to use them against us for our own destruction; and finally himself destroy them when he withdraws or take them with him for his own enrichment.

A "scorched earth" policy applies when we are forced by the enemy to withdraw from a sector of our own country and leave it in his occupation to rapine and pillage.

But this must be understood by the plain citizen: our destruction may be ruthless but it will be calculated, and military-civil reasons will be established, lest wanton and unnecessary destruction occur.

Precedent to "scorched earth" and very closely involved with it, however, is salvage -

Nothing which can be salvaged consistently with military economy will be destroyed.

It will be the duty of every citizen to understand these first principles, and in his collaboration to adhere like a soldier to the calculated military plan, which will categorise the demolition-objectives in their order of priority, viz. their importance to the enemy.

There are certain general rules which the ordinary citizen should learn now:

He must appreciate that production of the means and materials of waging war must continue unabated to the last - must indeed be accelerated; but planned removal and prior salvage will be commenced by every citizen now.

He must make his plans for himself.

Authority gives only general direction - the citizen himself prepares to act.

He must realise that there can be no immediate general evacuation; but the citizen will thin out and disperse his goods and commodities, moveable plant and gear which would be of use to the enemy if left ready for his easy acquisition.

For what is not prior-removed must in emergency be destroyed.

What he cannot remove now without disrupting war production and the continuance of essential civil life, he will plan to remove.

His plans will aim at facilitating and accelerating final destructions, when an order to abandon and scorch the earth in any sector is given.

To lighten his task he will refrain from hoarding essentials. The less on hand, the easier its hasty and effective destruction.

Every citizen will plan the most effective means of putting out of action what he may have to leave behind - totally destroying, partly smashing in essential working parts, burning, burying, concealing, submerging in water

Every citizen will parcel his personal valuables, documents (birth and marriage certificates, deeds, scrip etc.) maps and luxury goods - and lodge them in a place of safety inland if possible; and destroy maps. No map, even an ordinary tourist advertising or railway map, must fall into enemy hands.

Every citizen who owns a motor vehicle will keep it full of petrol ready for emergency transfer from the zone to be devastated - before it falls into enemy hands.

Every citizen will plan to pool his other vehicles (trucks, bicycles, carts, tractors), his tools, his essential goods, for collective use in retirement; and will hide or destroy what he cannot pool or carry.

Every citizen will arrange for the emergency destruction of such of his goods as cannot be hidden or removed; and will see to it that he leaves nothing moveable of use to the enemy, other than house and furniture.

Every citizen will arrange to turn on the tap of his water tanks before leaving, and puncture the tanks - and spoil his well as far as possible.

Every citizen concerned will plan that:

- (a) All survey instruments are removed to the rear for the use of military.
- (b) No map, even an ordinary tourist or advertising map is left to the enemy.
- (c) Radios are destroyed.
- (d) Cylinder heads, carburettors and other vital parts of irremovable motor vehicles are destroyed.
- (e) No wheel is left for enemy use.
- (f) All axes, mattocks, shovels, picks, and other tools are removed for use behind the lines - or securely hidden from the enemy.
- (g) No food is left to the enemy.
- (h) No water remains in tanks.
- (i) All garage equipment is removed or destroyed.
- (j) All tennis nets, string and twine are commandeered for camouflage.
- (k) All camp ovens are taken to the rear for camp and canteen use.
- (l) All soap is commandeered and removed.

Every citizen will: plan emergency destruction and/or slaughtering of beasts remaining in paddocks readily accessible to the infiltrating enemy - and the diversion through butchers or directly, of meat to retiring military or civil forces.

Will plan to have his plough horses and harness, complete with traces or chains, ready in emergency to transfer to the retiring military or civil forces; also his saddle horses and saddles (no saddle horses must fall into enemy hands).

Before leaving destroy huts etc., haystacks, all food and stores, dams, tanks and water supplies, wells, windmills, and homesteads which would serve as headquarters for the enemy.

Every butcher:

- (a) Will keep in mild brine, the equivalent of one or two weeks' sales of meat, and arrange for the destruction of any portion of these supplies which have to be abandoned.
- (b) Will plan to use his delivery carts for mobile supply in retreat, getting his meat from cattle to be destroyed.

Every baker:

- (a) Will plan for flour and yeast supply in retreat and for bush-oven baking and delivery to the military and civil forces - using his civil delivery equipment.

Every wholesaler and retailer:

- (a) Will consign surplus stores and luxury goods to inland places of safety, or to safe caches.
- (b) Will reduce his purchases to essentials equal to a month's turnover.
- (c) Will sort out and rearrange his remaining stocks in two sections ready for emergency action:
 - (i) Essentials - to be removed in retreat, up to the capacity of his ordinary cartage equipment, including string, twine and bags.
 - (ii) Stores which can be given away to the needy in emergency.
 - (iii) Stores which must be destroyed in emergency rather than that they should fall to enemy use.

Every druggist, optician, watchmaker:

- (a) Will plan for safe removal or transfer to Medical Services of disinfectants, iodine, melasol and the like; drugs, babies' foods, adhesive tape, gauze, lint, bandages, cotton wool, anaesthetics (ether, cocaine, morphia), surgical scissors, instruments &c., hypodermic syringes, hot water bags, sedatives, aperients &c., soaps &c.
Optical lenses.
Watches.

Every publican, wine and spirit vendor:

- (a) Will plan his stocks in the knowledge that in emergency he will be required to destroy all beer, light wines and aerated drinks; and load all spirits and fortified wines on his civil-delivery vehicles for transfer to the Medical Services, Civil Casualty Clearing Stations, and hospitals behind the fighting front.

Every flourmill manager:

- (a) Will plan to keep his stocks low.
- (b) Will plan to remove remaining stocks to the rear.

Every leather merchant and bootmaker:

Will be required to have his stocks ready for transfer for the use of the civil or military forces in emergency.

Every grocer, tobaccoist, mercer and stationer:

(a) Will have ready to load and transfer in emergency:

- (i) Soaps, tobacco, mugs, panikins, knives and forks, matches, flints, tinned and dried foods, tea and sugar, salt, flour etc.
- (ii) Dungarees, thick sox, shirts, oilskins, ground sheets, tennis nets (camouflage) dilly bags, onion bags.
- (iii) Writing paper, pencils, pen and ink and envelopes - for messages.

Every farmer:

- (a) Will plan to destroy haystacks and all other feed.
- (b) Will plan to harness horses to all available wheeled vehicles, load them with essential foods, and transport them along the route of retirement.
- (c) Supply all possible milk to the military.

Every blacksmith and plumber, tinsmith &c.:

Will plan to bury his forge out of reach of the enemy or destroy it, and his tools and stocks of steel and iron.

Every garage and bowser proprietor:

- (a) Will plan to make available to the military medical services, and evacuated civilians, the motor vehicles in his garages, spare parts, mechanical equipment &c.
- (b) Will see in emergency that none are left to the enemy, and if any have to be abandoned that the cylinder heads of motor vehicles are smashed and the rest destroyed.
- (c) Will remain in emergency to fill all military and civil transport with petrol and oil &c., and before retirement, subject to military requirement will empty his tanks, make the petrol useless with sugar, linseed oil, or by other means, or burn them.
- (d) Render themselves mobile and undertake repairs and services for the fighting forces.

Every Municipal or Shire Council, and water carrier:

- (a) Will keep all available water carts filled for emergency.
- (b) Will plan to make them available for firefighting, military supply &c.
- (c) Will retire with them in emergency, refilling at towns, wells, waterholes &c., replenishing horse-drawn water carts serving the retiring civil forces. (The horse drawn water carts should have small taps plugged into the cross-pipe at the rear, so that many water bottles can be filled simultaneously - the carts must be in charge of reliable persons who will distribute water to necessitous cases and allow only the minimum issue for drinking purposes).

To enable the application of "scorched earth" to any sector as ordered by military tactic and movement which will involve the destruction of bulk food supplies, stores and shops vacated in the abandoned zone, the citizen for his own succour should have half-packed and ready for any emergency:

A week's provisions per person, of small compass, as follows, or similar:

$\frac{1}{4}$ lb. tea; $\frac{1}{2}$ lb. sugar; 1 lb. slab chocolate; 3x8 oz. tins beef; 2 lbs. rice; 1 large Bovril; petrol lighter and small supply of petrol, or 3 boxes matches; and

1 pkt. A.P.C. powders; small bottle iodine; small roll $\frac{3}{4}$ " adhesive plaster; 1x2" bandage; and

1 heavy blanket or rug; 1 small plate; knife, fork and spoon, mug, 1 qt. billycan; tin opener with corkscrew, brush, comb and small mirror; shaving gear; tooth brush and paste; small cake soap; face washer or towel (small); spare socks or stockings; sweater; light waterproof cape or coat; home made water bottle (e.g. 1 qt. flaggon, flannel covered, to sling over shoulder).

(Women to wear strong low-heeled shoes and bush attire).

- And provide himself with a haversack and/or swag.

Every citizen will get busy at once - that is his first war duty.