

NOTE

This is a preliminary narrative and should not be regarded as authoritative. It has not been checked for accuracy in all aspects, and its interpretations are not necessarily those of the Historical Section as a whole.

Ce texte est préliminaire et n'a aucun caractère officiel. On n'a pas vérifié son exactitude et les interprétations qu'il contient ne sont pas nécessairement celles du Service historique.

Directorate of History
National Defence Headquarters
Ottawa, Canada
K1A 0K2

July 1986



SECRET

REPORT NO. 112

DECLASSIFIED

Authority: DHD 3-3

HISTORICAL OFFICER

by One for DHist NDHQ

Date: 7 AUG 1966

CANADIAN MILITARY HEADQUARTERS

25 Jan 44

**Policy with Respect to Honours and
Awards, Canadian Army Overseas,
1939-44.**

1. This Report traces the development of the question of honours and awards, insofar as the Canadian Army Overseas is concerned, since the outbreak of the present war. Emphasis has been placed upon policy, rather than upon detailed examination of the separate terms of reference of individual decorations.
2. Material for this Report has been obtained chiefly from the relevant files at C.M.H.Q.; the three which have been most helpful are 21/Gen/1, 21/Gen/1/2 and 21/Policy/1. The files in the 21 Block dealing with specific decorations and Birthday Honours Lists were also used.
3. A brief definition of the terms, "Honours" and "Awards", may help to avoid confusion. When "Honours" is used, the reference is to Orders of Chivalry. The term "Awards" refers to medals, decorations, commendations and mentions in despatches. Awards fall into two classes - the first being "immediate" awards, which are those made for gallantry in the face of the enemy, and the second, "periodical and operational" awards, which are the rewards for other services in the field or elsewhere, and which are usually announced twice yearly, rather than shortly after the approval of the original recommendation.

THE PRE-WAR POLICY

4. On 22 May 19 a resolution passed by the Dominion House of Commons established Canada's official policy with regard to honours and awards. It requested His Majesty the King:

To refrain hereafter from conferring any title of honour, or titular distinction upon any of your subjects domiciled or ordinarily resident in Canada, save such appellations as are of a professional or vocational character or which appertain to an office. (Canadian House of Commons Debates, 1919, Vol. III, p. 2698).

5. This "Hickie Resolution" did not extend to the award of military or naval decorations, "such as the "Victoria Cross, Military Medal ... and similar decorations

to persons in military or naval services for exceptional valour or devotion to duty" (ibid.). The chief objection had been to the exceptionally large numbers of individuals receiving appointments to the Orders of Chivalry for services which, in the minds of many persons at that time did not justify them. This feeling was very evident in the Debates of the Dominion House of Commons on 14 and 22 May 19.

6. Throughout the following years of peace the policy embodied in the 1919 Resolution had been followed with the exception of the year 1934. In that year, Mr. Bennett's Government submitted recommendations for admittance into Orders of Chivalry, and a number of appointments were made accordingly (21/GEN/1, Enclosure to Letters to Commanders, H.W. 25, undated).

7. It is reasonable to assume that the whole question of honours was not very acute in the period of peace 1919-39. However, with the outbreak of war, this question became much more important and new problems presented themselves; for if Canada were to continue the policy stated in the 1919 resolution, then the total number of awards available to her nationals would clearly be much smaller in proportion than those available to United Kingdom personnel serving under the same conditions.

8. Owing to the fact that no awards were made to Canadians during the twenty years following the peace of 1919, the British Government at the outbreak of the present war were not altogether clear as to the policy which Canada would wish to adopt, and attempts were made accordingly to clarify the situation. The First Report of the Committee on the Grant of Honours, Decorations and Medals in Time of War (H.W. 25, extract on 21/GEN/1; date not given) raised this question and suggested that the matter should be taken up by telegram with the United Kingdom High Commissioners in the various Dominions. A draft telegram was provided, suggesting an approach to Dominion Prime Ministers to obtain their authority at least for "immediate" awards to Dominion personnel serving with United Kingdom units, and suggesting further that, "when separate Dominion units are also in service", similar general authority might be given by Dominion Governments to enable British service authorities to make "immediate" awards to personnel of such units on the same basis as to members of United Kingdom units. It was further suggested that since both the Canadian and South African Parliaments had adopted resolutions against awards of Orders of Chivalry, the Prime Ministers of those countries should be approached on the question of including among "periodical" recommendations those for "awards in the Orders of Chivalry for military services". As "it would obviously be desirable that any personnel of Canadian origin should be equally eligible with United Kingdom personnel for recommendations of this character" it was suggested that the Canadian Prime Minister should be asked "whether he would be prepared to agree that such recommendations could appropriately be put forward in respect of Canadian personnel on the same general footing as would be appropriate in the case of United Kingdom personnel".

9. A subsequent report from the Committee on the Grant of Honours, Decorations and Medals in Time of War (H.W. 58, undated, (ibid)) notes that the Canadian Department of External Affairs has written the United Kingdom High Commissioner in Canada in reply to the telegram above referred to. The Department's letter contains this passage with respect to Canadians serving as members of United Kingdom units:

It is desirable that immediate awards for gallantry in contact with enemy and that periodic and operational awards for other services in the field should be dealt with in same manner as awards to other members of such armed forces. In case of periodic and operational awards Canada would appreciate advance information.

The Canadian Government in this letter did not take up the question of awards in Orders of Chivalry for military services, which it was proposed to deal with separately.

10. Subsequent to the receipt of this letter, the Dominions Office informed the War Office on 17 Feb 40 that as the Canadian Government had not yet reached a definite decision regarding awards for gallantry to Canadians serving in Canadian units, it was "important to ensure that individual cases are referred to the Canadian Government as they occur, the appropriate channel being the Dominions Office and High Commissioner for the United Kingdom at Ottawa" (21/GEN/1, enclosure to War Office letter to Commands, 13 Mar 40).

THE DEVELOPMENT OF CANADIAN WAR-TIME POLICY, 1940

11. As a result of the British approach, the Canadian Government nominated an Inter-Departmental Committee on awards and decorations. It was instructed to inquire into and report upon the existing situation and further to make any recommendations which would assist the Privy Council in drafting a ruling. The first report of this Committee was made to the Minister of National Defence on 8 Feb 40 (21/GEN/1, memorandum by Mr. L.B. Pearson, Official Secretary to the High Commissioner for Canada; covering note to Major W.B. Wedd, A.G.1, C.M.H.Q. 4 Jan 41). The Privy Council subsequently prepared an order, based on this report which was approved on 9 Apr 40.

12. This Order-in-Council, P.C. 1430, was submitted to His Majesty the King by the High Commissioner for Canada in the United Kingdom and received His Majesty's formal approval on 19 May 40 (21/GEN/1, Note by General Montague on face of copy of petition of P.C. 1430).

13. P.C. 1430 outlined the general principles which were to govern all awards to Canadian service personnel. It stated:

- (a) All awards of medals and decorations are to be made by, or in the name of, the King.
- (b) Commendations are to be made pursuant to arrangements made by the King.
- (c) In instances in which, under existing authorities, immediate awards may be made by a Commander (1), any arrangement with regard thereto, insofar as Canadian personnel is concerned, shall be deemed to have been made with the concurrence of His Majesty's Government in Canada.
- (d) In instances in which the decision as to awards is to be made by His Majesty's Privy Council for Canada, the procedure is to be approved by the King and the awards are to be made in the name of the King

14. In addition to these general principles the Order also prescribed procedure to be followed in specific instances. A distinction was drawn between awards to Canadian personnel serving in France, in England, and in Canada. In the first case, immediate awards would be made upon the recommendation of the Commander and would follow the same procedure as in the case of United Kingdom personnel. Periodical and operational awards would also be his responsibility. However, it was suggested as desirable that the Dominion Government should receive advance information via the Canadian G.O.C. or from the War Office to Canada House.

15. In the case of the C.A.S.F. (including attached personnel) serving "in combination" in the United Kingdom, immediate awards were to be made upon the recommendation of the Commander, following the same channel and procedure as in the case of United Kingdom troops. Periodic awards would be referred to the Dominion Government for decision. In the case of C.A.S.F. personnel in Britain not acting in combination with the United Kingdom Forces, the channel of communication for immediate, periodic and operational recommendations would be through the Officer Commanding Canadian Troops to Canada House to the Minister of National Defence. All recommendations for members of the Canadian Army in Canada would be transmitted through the Minister of National Defence for decision by Council.

(1) The references to the "Commander" are to the officer appointed to command forces serving together and acting in combination under the provisions of the Visiting Forces (British Commonwealth) Act and the corresponding United Kingdom Statute (ibid.).

16. Inasmuch as it was quite likely that personnel other than Canadians might be serving in the Dominion and attached to Canadian formations, arrangements had to be made whereby they might receive awards. It was therefore decided that they were to be dealt with along the same general lines proposed in the converse case of Canadian personnel attached to United Kingdom units. In this latter case Canadians serving with British formations were treated to all intents and purposes, as United Kingdom soldiers.

17. Four days after P.C. 1430 was approved, the Hon. J.L. Ralston, Acting Secretary of State for External Affairs, explained in a letter to the Hon. Norman McL. Rogers, Minister of National Defence, then en route to England, that this Order-in-Council was not intended to provide rigid rules of detail, but that its provisions were to be regarded "in the nature of statements of basic principles and would lend themselves to revision and adaptation from time to time" (21/GEN/1, 13 Apr 40). Less than a year elapsed before the need for revision foreseen by Mr. Ralston became imperative. P.C. 1430 did not prove adequate.

18. For one thing, it dealt only with awards to Canadians serving in the armed forces and did not apply to Civilians performing acts of "exceptional gallantry". The Royal Warrants establishing the George Cross and George Medal were published in the London Gazette on 31 Jan 41. It appeared that Canadian civilians would be debarred from receiving these decorations, although they were intended for soldiers and civilians alike. Realizing this fact the Hon. Vincent Massey, High Commissioner for Canada in the United Kingdom, telegraphed the Department of External Affairs on 4 Jun 41, pointing out that although the Dominion Government had on 21 May 41 requested His Majesty that the procedure laid down in P.C. 1430 might apply to the new decorations, the fact remained that the Order-in-Council did not cover civilian cases (21/GEN/1, Massey to External, Tel. No. 1040). He suggested that the Order be amended accordingly. In reply the Department of External Affairs telegraphed:

It is not thought that an amending Order-in-Council is necessary ... In view of geographical necessity for a single channel for advising the King in formal matters it would be convenient and satisfactory to have all recommendations emanating from Canada forwarded through Secretary of State for External Affairs as recommendation of the King's Privy Council for Canada ...

The foregoing arrangements are based on assumptions

- (a) that Canadian civilians in the United Kingdom will be dealt with by Prime Minister of U.K.

- (b) that in cases in which Canadians serving in or with U.K. Forces earn George Medal or Cross, recommendations will be submitted by U.K. Service authorities and Service Minister where such authorities or Ministers would have been the proper ones to make recommendation for other medals and decorations.

(21/GEN/1, External to Dominion, Tel No. 878, 9 Jun 41).

19. In the second place P.C. 1430 did nothing to clarify policy with respect to appointments to Orders of Chivalry. This matter was subsequently brought to a head in the case of Major (subsequently Colonel) Duncan Douglas, R.C.A.S.C. Major Douglas, a Canadian Permanent Force officer, had been attached to the 3rd (British) Division in France as Senior Supply Officer in the divisional R.A.S.C. General B.L. (now Sir Bernard) Montgomery, then commanding this Division, recommended him for the award of an O.B.E.

20. This recommendation was referred by the War Office to the Canadian High Commissioner. The Army Council requested him

to ascertain whether The Canadian Government are prepared to endorse the recommendation on behalf of this Officer, in which case a recommendation on behalf of Major Douglas will be included amongst those to be submitted by the Secretary of State for War at the same time as other recommendations which have been submitted on behalf of Officers of the British Army serving with the late Expeditionary Force in France.

(21/GEN/1, Enclosure to G.W. Lambert, War Office, to High Commissioner, 12 Aug 40).

On 16 Aug 40 Mr. L.B. Pearson, Official Secretary to the High Commissioner for Canada in the United Kingdom replied, stating that, in his opinion, it would appear that the case of Major Douglas was covered by P.C. 1430 and therefore reference to Canada for decision would be unnecessary (21/GEN/1). However, the War Office took the view that as Orders of Chivalry were involved, this was essentially a test case (21/GEN/1, Major H.H. Stacke, M.S. Branch, War Office, to the Official Secretary, Office of the High Commissioner for Canada, 21 Aug 40). Accordingly the matter was referred to the Canadian Government by Canada House on 26 Aug 40 (21/GEN/1, Massey to External, Tel. No. 1438). On 9 Nov 40 the Canadian Government ruled that as the resolution of 1919 continued in effect no further recommendations for Orders of Chivalry would be made until such time as that resolution was rescinded or revised (21/GEN/1, External to Dominion, Tels. Nos. 1768 and 1769). Consequently the name of Major Douglas is on the New Year's Honours List of 1941.

nor was any other Canadian officer included. Colonel Douglas finally received his award in December 1942 (Overseas R.O. 2912).

21. Mr. Pearson commented upon the exclusion of Canadian officers from the forthcoming List in a memorandum to the Senior Officer, C.M.H.Q., dated 19 Nov 40 (21/GEN/1). This memorandum remarked that "A Canadian Honours List (appearing alongside British and Australian Lists) in which the G.O.C. and all other officers are excluded and which is restricted to four or five non-commissioned officers for Meritorious Service Medals, will undoubtedly be the subject of amused and questioning comment".

FURTHER REVISION OF POLICY, 1941

22. On 9 Jan 41 Mr. Pearson in a letter to Mr. C.W. Dixon, Dominions Office, proposed a conference between representatives of his office, C.M.H.Q. and R.C.A.F. Headquarters, and the United Kingdom Departments concerned, in order to "discuss the procedure in respect of the award of Decorations to members of the Canadian Forces Overseas" (21/GEN/1). He pointed out that there seemed to be a good deal of misunderstanding and some confusion in the New Year's Honours List 1941. Two awards of the medal of the Order of the British Empire had been made to Canadian soldiers, and the recommendations in these cases had never been received at Canada House from the War Office for transmission to OTTAWA for decision by the Canadian Government. It would appear that Canadian Naval and Air Force officials also experienced difficulty with the British interpretation of P.C. 1430 (ibid.).

23. The proposed meeting took place in the Dominions Office on 23 Jan 41. The following points were discussed.

- (a) That it is essential for the Canadian Government to have an opportunity to approve all the names before they are sent in for Royal Sanction of the awards.
- (b) The question of whether any British Department should have authority to alter lists sent in to them by Canadian Commanders overseas.
- (c) The question of the Canadian Government possibly submitting recommendations which were not acceptable to the Awards Committee.
- (d) The desirability of Canada House being able to submit an advance unofficial list to the Canadian Government for consideration. (This appeared possible in the case of the Cdn. Army and R.C.A.F. but not for the Royal Cdn. Navy).

No very definite conclusion was reached on any of the points raised. (21/GEN/1, Memorandum by Major R.G. Rudolf

24. Following this meeting and throughout the remainder of 1941 attention was directed upon the "simplification and revision of the cumbersome procedure laid down in April of last year". (21/GEN/1, Rt. Hon. Vincent Massey to Rt. Hon. Sir Alexander Hardinge, 30 Jun 41). Mr. J.E. Read of the Department of External Affairs in consultation with the original members of the Interdepartmental Committee appointed to deal with decorations (above, para 11), prepared a draft report for submission to the Cabinet (21/GEN/1, Mr. Read to Mr. Heeney, Clerk of the Executive Council, 4 Nov 41). This report suggested the repeal of the existing Order (P.C. 1430) and the substitution of new arrangements for the three Canadian services. It became Order-in-Council P.C. 8882, approved 18 Nov 41.

25. This Order-in-Council revoked the provisions of P.C. 1430 with the exception of the general principles referred to in para. 13. For the rather involved and detailed procedure dealing with awards to Canadians serving in formations of the Canadian Army in Canada, United Kingdom and France (see paras. 13 ff.) it substituted the following arrangements:

All recommendations for immediate operational and periodical awards (including commendations) are to be communicated by the appropriate officer of the Canadian Army through Army channels of communication to the Minister of National Defence, and submitted by him to His Excellency the Governor General in Council with a view to the making of recommendations to His Majesty the King: Provided that where formations of the Canadian Army are acting in combination with other British Commonwealth forces, the appropriate officer will act in consultation with the Commander of the combined forces, and Provided further, that the Commander of the combined Forces may mention in despatches any member of formations of the Canadian Army serving under his Command.

26. The Order-in-Council was sent to the Dominions Office by Canada House on 5 Jan 42. In a covering letter it was pointed out that "the arrangements outlined in the Order-in-Council must be considered as being tentative in character until they have secured The King's approval. Meanwhile, however, it was considered that you might wish to call to the attention of the appropriate Department of the United Kingdom Government the proposed alterations in the present procedure" (*ibid.*).

27. Sir Alan Lascelles, Secretary to His Majesty, received a copy of P.C. 8882 from the Dominions Office. He contacted Mr. C. Ritchie, Private Secretary to the High Commissioner for Canada, and expressed dissatisfaction with its provisions (21/GEN/1, Memorandum by D.A.G., C.M.H.Q., for Senior Officer, C.M.H.Q., 21 Jan 42). "He indicated further that it was a matter in which His

Majesty took a personal interest, and that they did not care to submit the Order-in-Council for the King's approval without further consideration" (ibid.).

28. Consequently an informal meeting took place at Buckingham Palace in which Brigadier Beament (D.A.G., C.M.H.Q.) and Mr. Ritchie discussed with Sir Alan Lascelles and Sir Alexander Hardinge (Private Secretaries to His Majesty) the policy outlined in the proposed Order-in-Council. In this conference it became apparent that "The Palace concern arose out of the sidetracking of the immediate Commander In Chief In The Field, which seems to be inevitable under the procedure as outlined". At this time it was pointed out unofficially by the D.A.G. that "it was improbable that the Canadian Government would accept a situation which permitted a Commander In Chief In The Field, other than a Canadian, to reject recommendations of a Canadian Commander for operational and periodical awards, and that if this were so, it must necessarily follow that the British Commander In Chief of a Force containing a Canadian Formation would have no legal control over Canadian awards, but could only exercise moral control through the medium of consultation". To this the Palace representatives finally agreed (ibid.).

29. However, this conference had not solved the problem that would arise when dealing with recommendations for immediate awards. The Order-in-Council as it stood at that time practically precluded Canadians from receiving such awards and it was not felt by C.M.H.Q. or Canada House that the Privy Council had ever intended that this should be the case (ibid.). Consequently it was agreed by the High Commissioner and the King's Private Secretary that formal submission of P.C. 8882 should not take place until this difficulty was cleared up. Mr. Massey informed the Department of External Affairs of the criticisms and suggestions which the original draft of P.C. 8882 had aroused and in turn received a letter from the Under Secretary of State for External Affairs in OTTAWA, dated 8 May 42 (21/GEN/1) with a list of approved revisions. It was suggested that Mr. Massey consult the military authorities and if he thought fit discuss the proposed revisions with officials at the Palace. These discussions took place informally.

30. Brigadier Beament pointed out to the High Commissioner that the new proposals still did not clarify the situation with respect to immediate awards and offered some suggestions which were cabled to Canada by Mr. Massey on 2 Jun 42 (21/GEN/1/2, Massey to External, Tel. No. 1465). This telegram advised on the following points: first, it was pointed out that immediate awards could not be made through the same channels as other awards, as these were allotted to the Commander In Chief In The Field, en bloc, and awarded by him on authority delegated by the King. With reference to para. 3(b) of the original P.C. 8882, (quoted in para. 25, above), it was therefore suggested that the word "immediate" should be deleted from the first line; the section beginning, "provided further that the commander of the Combined Forces may mention in despatches any member of formations of the Canadian Army serving

WHEREAS the Report of a special Committee of the House of Commons on Titles, Honours and Decorations was presented to the House on May 14, 1919, and carried, on division, on May 22, 1919; and

WHEREAS the application of the principles embodied in the Report in the circumstances which have emerged during the present war has led to discrimination between the members of the Canadian Armed Forces, whether serving at home or abroad, and others of His Majesty's Armed Forces, wheresoever they may be serving; between different ranks in the Canadian Armed Forces; and between Canadians actively participating in the present war, and others of His Majesty's subjects; and

WHEREAS it is impracticable to make just and adequate provision for recognition of conduct and action involving gallantry, courage and devotion to duty without contravening the principles embodied in the Report. (*ibid.*).

35. With these facts in view, the resolution proposed that a Select Committee of the House of Commons be appointed to enquire into and report upon:

- (a) The expediency of submitting recommendations to His Majesty the King with a view to the conferring of awards in the orders of chivalry that do not involve titles, upon members of the Canadian Armed Forces in recognition of conduct or action involving gallantry, courage, devotion to duty or exceptional military (2) achievement during the present war;
- (b) The expediency of submitting recommendations to His Majesty the King with a view to the conferring of titles of honour or titular distinctions upon members of the Canadian Armed Forces in recognition of conduct or action involving gallantry, courage, devotion to duty or exceptional military achievement during the present war;
- (c) The expediency of submitting recommendations to His Majesty the King with a view to the conferring of any such or similar awards upon members of any Canadian Forces or Organizations which are auxiliary to the Armed Forces, or otherwise engaged in National Defence, during the present war;
- (d) The expediency of providing that the principles embodied in the Report or in the foregoing matters shall not be applicable to Canadians who are members of the Armed Forces or of other forces or Organizations of other parts of the British Commonwealth. (*ibid.*).

36. The date on which the proposed Committee was appointed is not discoverable at C.M.H.Q., but a report was submitted to the Canadian House of Commons by a Committee on awards and decorations, dealing with Orders of Chivalry, on 24 Jul 42 (Canadian House of Commons Debates, Session 1942, Vol. V, p. 4637). The consequences of this report are dealt with below (para. 41).

37. While, however, this Committee in Canada was examining the question of Orders of Chivalry the Senior Combatant Officer, Canadian Army Overseas, had decided to make no recommendations for periodical awards to personnel under his command, until such time as Orders of Chivalry were available to Canadian officers. Consequently he submitted no recommendations for the 1942 Birthday Honours List (21/GEN/1/2, Generals McNaughton and Montague to General Letson, Tel. A. 1655, CANMILITRY to DEFENSOR, 6 Jun 42). The Senior Canadian Naval and Air Force Commanders nevertheless made recommendations. When General McNaughton learned that the List would contain Canadian Naval and Air Force awards to both officers and other ranks (3), he, in conjunction with General Montague, despatched a personal telegram to General Letson, the Adjutant-General in Canada, remarking,

Notwithstanding our policy to make no repeat no recommendations here so long as recommendations may not be made for officers or Warrant Officers we cannot help feel invidious comparisons likely to result from publication of Honours List without Army awards ... In view above may we be urgently advised of progress entire question military awards (ibid.).

38. General Letson telegraphed in reply:

Para I Consideration being given to making awards in lower grades of Orders of Chivalry and granting of decorations involving titles but no definite conclusion yet reached nor can estimate of time required for decision be given nor whether it will be favourable.

Para II In view of this you may wish to give further consideration to revision policy of not granting British Empire Medal to other ranks. It might appear that they are being penalized on account of fact that no similar officer decoration is available.

Para III Am in complete accord with your view that it is most regrettable Army will not share present Birthday Honours and propose review situation here with view to securing names soldiers who have performed acts of gallantry and devotion

to duty since outbreak war who may be eligible for recognition by whatever means may be available in near future.

(ibid., Letson to McNaughton and Montague, Tel. A.G. 471, 9 Jun 42).

39. In this same month, June 1942, it was learned overseas that suggestions were afoot in Canada for the creation of a Canadian Order. In the same telegram to the Army Commander and Senior Officer just quoted, the Adjutant-General stated that he would appreciate their opinion regarding the advisability of establishing such an Order, Military and Civil (21/GEN/1/2, 9 Jun 42, AG 471). He pointed out that such action "was first suggested Sept 1866 by Governor in Chief Viscount Monck to Secretary of State for Colonies Lord Carnarvon. It was again put forward in 1916 by the representative of the Militia Dept in the United Kingdom but has not been pursued further. Understand that U.S. for first time in their history propose instituting Order in various grades somewhat along lines of Legion of Honor".

40. In a letter written to the GOC-in-C, First Cdn Army, 11 Jun 42, General Montague enclosed some notes, which conveyed his impression of the situation (21/GEN/1/2

I therefore believe that we should point out in the strongest possible way that it is our opinion that in the removal of this restriction⁽⁴⁾ lies the quickest and most satisfactory answer to the problem of Awards for Merit. It follows from this that we should not at the present time give support to the creation of a special Canadian Order. It seems to me on principle to be undesirable to have Orders issued specially by one Dominion when the existing Orders of Chivalry are, both in principle and scope, more than adequate to cover all legitimate cases. It is my suggestion that we inform N.D.H.Q. that we believe that every effort should be made to obtain an early answer to the basic question, and that we do not believe that any attempt should be made towards the establishment of a separate Order unless and until it becomes perfectly clear that under no circumstances will Orders of Chivalry be opened to Canadians. Although I deplore the creation of a separate Canadian Order, I do feel that it would at least be better than nothing.

The reply sent by H.Q. First Cdn Army on 16 Jun 42 (21/GEN/ stated that General McNaughton was definitely opposed to the creation of a Canadian Order, but agreed with General Montague that it would be better to have a Canadian Order than nothing. He likewise agreed that the solution of the whole question of awards lay in the lifting of the ban on granting British Orders of Chivalry to Canadians.

41. This ban was finally lifted on 31 Jul 42. The Canadian House of Commons on this date approved the Report submitted by the Select Committee on 24 Jul (para. 36, above) (Canadian House of Commons Debates, 1942, Vol. V, p. 5041).⁽⁵⁾ On the one hand this meant that Canadians could from that date receive awards of British Orders of Chivalry, in grades not involving title. On the other hand, the Dominion Government approved in principle the establishment of a Canadian Order on a limited scale. (21/GEN/1/2, C.A.S. to ROYCANAIRF, Ser. No. 8222, 8 Aug 42.)

42. The first Canadian awards of British Orders were announced in the next Honours List, published at New Year's, 1943. No action has yet been taken to establish the proposed Canadian Order: ".....the Government has decided to defer dealing with proposed Canadian Order for present" (21/POLICY/1, External to Dominion, Tel. No. 305, 25 Feb 43).

43. The effect of the new policy has been that the highest award in an Order of Chivalry open to Canadians is the C.B. A Canadian already possessing this (e.g., Lt.-Gen McNaughton), has been eligible for no further award.

THE FIRST AWARDS OF ORDERS OF CHIVALRY

44. Apart from the evolution of policy with respect to Honours, which issued in the decision of the Dominion Government to rescind, at least in part, the resolution of 1919, the development thereafter of the machinery to handle recommendations for Orders, merits some attention.

45. The first point to be settled, looking to the New Year List of 1943, was the question of allotment; and a telegram from the Department of External Affairs to the High Commissioner instructed him to "... request information as to the number of allotments which could be made available for ...Army...personnel for New Years List bearing in mind to take into account the fact that the Canadians have not been receiving periodical awards during this war" (21/LIST/ External to Dominion, Tel. No. 1885, 14 Oct 42).

46. Consequently the High Commissioner, accompanied by General Montague, paid a visit to Sir Alexander Hardinge on 20 Oct 42, and discussed the New Year Honours List with him (21/LIST/1, memorandum by General Montague, 21 Oct 42). The matter of allotment was discussed, and

the fact that Canada had had no list since 1935 and nothing during the war was recognized but the P.S. stated that in his opinion a retrospective list could not soundly be accepted as a principle. His idea was that there should be the ordinary allotment for the New Year's Gazette, plus such additional cases as the Government of Canada found it advisable to recommend. The High Commissioner expressed his concurrence in

this view. While the words I have used above might seem to indicate that the size of the List could be determined by the Canadian Government, this is not the P.S.'s idea. At the same time I have no doubt that we could reasonably extend the ordinary quota for the New Year's Gazette.

The original allotment, determined by Sir Robert Knox, Secretary, Political Honours Scrutiny Committee, in collaboration with representatives of Canada House, the Royal Canadian Navy, the Canadian Army and the Royal Canadian Air Force, was based on the principles applied to British Formations serving in similar roles, i.e., in theatres deemed to be non-operational (21/POLICY/1, Montague to Letson, A. 3358, 2 Nov 42). The total represented "normal allocation for these awards plus the numbers which would normally have been given Birthday 1942 had we been in a position to submit recommendations" (21/POLICY/1, McNaughton to Letson, A. 3328, 30 Oct 42).

47. The total allotment for the Canadian Army, both Overseas and in Canada, was as follows: - "C.B. 4, C.B.E., O.B.E. 17, M.B.E. 35, R.R.C. 3, A.R.R.C. 6, and B.E.M.'s not exceeding 37, but probably in the neighbourhood of 23". In arriving at these totals the Reserve Army had been taken into account, three O.B.Es., six M.B.Es., and eight B.E.Ms. being added with it in view (ibid.).

48. General McNaughton was not altogether happy about this allotment, and on 30 Oct 42 in a personal telegram to General Letson he stated:

... the Cdn Army is left with no honours recognition for the period Dec 1939 to Jan 1942 inclusive. In view of the urgency of now proceeding with the preparation of List for New Years 1943 I am not repeat not pressing this point at this time but I hope some means may later be found to take this into consideration in subsequent Lists. (ibid.).

The allotment was subsequently increased by four additional M.B.Es. (21/GEN/1/2, Massey to External, Tel. No. 2775, 10 Nov 42).

49. The allocation to the Canadian Army Overseas from the final total was: C.B., 3; C.B.E., 3; O.B.E., 12; M.B.E., 28; B.E.M., 26; R.R.C., 2; A.R.R.C., 4 (ibid., Letson to McNaughton and Montague, Tel. A.G. 979, 9 Nov 42, and Letson to Montague, Tel. A.G. 1059, 10 Nov 42). On receiving official advice of these allocations from OTTAWA the Senior Officer, C.M.H.Q., despatched on 12 Nov 42 a circular letter to formation headquarters requesting nominations and giving a brief resume of the principles affecting particular awards. (21/LIST/1). In response to this letter "some of the field formations sent in recommendations the numbers of which bore a realistic relationship to the numbers of available decorations. Surplusage from these recommendations was eliminated at Corps and Army H.Q." (21/POLICY/1, Memorandum by D.A.G., C.M.H.Q., 18 Jan 43).

50. The 'edited' lists of recommendations were now reviewed at C.M.H.Q. This examination "showed there were disproportionately a great many more recommendations for O.B.Es. than were for M.B.Es. As a result, conversations took place with Sir Robert Knox, and it was agreed that Majors, including Majors, Acting Lieut.-Colonels, could be considered for the M.B.E., and that Lieut.-Colonels, Acting Colonels, could be considered for the O.B.E. This resulted in striking a fair proportionate balance between the recommendations and the available awards". (*ibid.*)

51. General Montague furnished the G.O.C.-in-C., First Cdn Army, with a memorandum outlining the principles which he thought should govern the selection of persons to be honoured (copy on 21/POLICY/1, undated); and a meeting was subsequently held at H.Q., First Cdn Army at which were present the G.O.C.-in-C., First Cdn Army; the Senior Officer, C.M.H.Q.; the D.A. & Q.M.G., First Cdn Army; and the D.A.G., C.M.H.Q.. This group considered all the recommendations, with the exception of those for the C.B. and C.B.E., which were considered by the Army Commander and the Senior Officer, C.M.H.Q., personally. (21/POLICY/1, Memorandum by D.A.G., C.M.H.Q., to Senior Officer, C.M.H.Q. 18 Jan 43). The recommendations selected, with citations, were cabled to Canada,

52. These recommendations led to an exchange of telegrams with Canada on the question of French-Canadian representation. General Letson telegraphed to General McNaughton (21/POLICY/1, Tel. AG 1477, 4 Dec 42),

Para I In reviewing New Year's Lists I note in your recommendations that French-speaking recipients appear to be as follows. Of 3 C B's nil, of 3 C B E's nil, of 12 O B E's 1, of 28 M B E's 3, of 26 B E M's 4, of 6 R R C's nil.

Para II I fully realize that merit must be a prime consideration and also that total quota was extremely limited but in these circumstances there must be many deserving in the same degree and awards in lower grades at best can only be taken as representative rather than personal. I feel that public reaction to publication this first list may largely influence whole future policy both civil and military. It is therefore extremely important that this first List should receive most favourable possible public reaction throughout Canada. I am fearful that as the List is presently constituted such will not be the case and even at this late date would suggest you may wish to make some substitutions in order to increase French to a more reasonable number in OBEs, MBEs, RRCs ... Cable immediate any changes you may wish recommend in light of foregoing.

53. General's McNaughton and Montague replied as follows (5 Dec 42):

Para.1. All considerations enumerated by you were in the mind of the Senior Combatant Officer when he settled the recommended list. He had also in mind that a grossly excessive number of recommendations for French speaking Canadians would necessarily have an adverse reaction on the remainder of the Cdn Army Overseas. The recommendations actually made result in French-Canadian awards in excess of a mathematically due proportion.

Para.2. The work of selection was done with the utmost care and every possible consideration was given to every French name on the list of recommendations which was before the Senior Combatant Officer.

Para.3. On receipt of your AG 1477 the list has been gone over again and there is no French name remaining on it that could be said to be worthy of consideration at this time. The only alternative would be to call for new recommendations. This is not feasible from the time point of view and it would no doubt be entirely misunderstood and would give serious ground for dissatisfaction. We therefore recommend that this course be not pursued and strongly recommend that the list be taken as submitted. (21/POLICY/1 Tel. A. 3787).

General Letson now replied, "List will be taken as submitted by you". (21/POLICY/1, Tel. AG 1502, Letson to Montague, 5 Dec 42).

54. The New Year Honours List of 1943 contained awards to personnel of the Canadian Army Overseas as detailed above (para. 49) except that the total of B.E.Ms. was 27 (Overseas Routine Order 2983, 4 Jan 43). From experience in the preparation and submission of recommendations for this list it was possible to draw conclusions and establish a system which worked somewhat more smoothly in the case of the Birthday Honours List of the same year.

55. The Canadian Government late in 1942 had established a committee known as the Awards Co-Ordination Committee which was charged with responsibility for the maintenance of central records of all honours in war in Canada and with the maintenance of uniformity of standards as between Canadian Navy, Army, Air Force and Civil authorities and as between Canadian and other authorities dealing with like matters in other parts of His Majesty's Dominions (21/POLICY/1, Letson to McNaughton and Montague, Tel. AG 1476, 4 Dec 42). This Committee had as members the Secretary to the Governor General of Canada; the Under Secretary of State for External Affairs; the Deputy Minister of Transport; the Deputy Minister of Labour; the Dominion Archivist; the Secretary of the Naval Board, Royal Canadian Navy; the Adjutant General of the Canadian Army; and the Air Member for Personnel, Royal Canadian Air Force. The Chairman was the Under Secretary of State of Canada. (ibid.).

56. In addition, sub-committees were established. General Letson had set up a sub-committee in Canada under the chairmanship of the V.A.G. to consider awards for the Army in Canada (ibid.). In accordance with the Adjutant-General's recommendation, a similar Canadian Army Overseas Committee was established and held meetings on 18 and 20 Feb 43. This Committee had as chairman the D.A.G., C.M.H. and as members the B.G.S. and D.Q.M.G., C.M.H.Q., the O.C. 17 Cdn Gen Hosp (French-speaking member) and the A.A.G (M.S.) First Cdn Army (21/POLICY/1, Memorandum by Brigadier Beament, 23 Feb 43). The inclusion of a French-speaking member was to obviate any recurrence of criticisms with respect to paucity of awards to French-Canadians.

57. On 3 Feb 43 the Senior Officer, C.M.H.Q., despatched a memorandum to formations requesting recommendation for awards to be included in the forthcoming Birthday Honours List (21/BHL/1). These recommendations were considered at the meetings of the Overseas Committee on 18 and 20 Feb 43 (21/POLICY/1, Memorandum by D.A.G., C.M.H.Q., 23 Feb 43).

58. The manner in which the Committee handled the work of selection is noteworthy :

After recommendations had been received from formations, these recommendations were put in the form of Corps Lists and were sent out to the appropriate Officers Administering for their comments. In addition to the recommendations of the initiating authority, the Committee therefore had the additional benefit of the views of the O.A. in all appropriate cases....

In considering these recommendations in detail, the Committee was governed by the following principles:-

- (a) The merit of the individual, and in weighing this factor, very heavy consideration was given to the views of O.As.
- (b) The desirability of having a reasonable representation by Corps, coupled with the desirability of recognizing Corps which were omitted from the last list, and of restricting recommendations in the case of Corps which appeared to be over-represented in the last list.
- (c) The desirability of giving special consideration to officers who would im- probably have an opportunity of participating in operational awards.
- (d) The factor that there are under command of C.M.H.Q. a large number of officers who have been absorbed from the field by reason of age or category and who will in all probability not return to the field.

- (f) The desirability of adequate representation of French-speaking Canadians.
- (g) The desirability of adequate representation among junior officer ranks, and among Warrant Officers. (ibid.)

59. The final decisions reached were cabled to Canada on 27 Feb 43 (21/POLICY/1, Canmilitary to Defensor, A. 684, 27 Feb 43). Recommendations numbered for the C.B., 3; C.B.E., 3; O.B.E., 13; M.B.E., 35; R.R.C. 3; A.R.R.C., 6; B.E.M., 8. The numbers thus recommended were with the exception of the B.E.M. actually in excess of the original allocation to the Canadian Army Overseas. This was done deliberately by the Overseas Committee, as the King was expected to approve an increase over the original quota. All the recommendations made were submitted to His Majesty on 20 Mar 43 (21/GEN/1/2, Defensor to Canmilitary, AG 2856, 20 Mar 43) and received his approval. The awards were published in Overseas R.O. 3494, dated 2 Jun 43.

CANADIAN EFFICIENCY DECORATION AND MEDAL

60. Canadian Army Overseas Routine Order 2645, dated 21 Oct 42, amended King's Regulations and Orders for the Canadian Militia, 1939, with respect to the conditions of award of the Canadian Efficiency Decoration and the Canadian Efficiency Medal. The amendment permitted officers or other ranks who were serving in the Non-Permanent Active Militia on 1 Sep 39 to count active service in the present war "two-fold" as qualifying service towards the award of the E.D. or the E.M. This policy differs from that adopted in connection with the last war, as defined in K.R. (Can), 1939, Secs 1535-6, which permitted only officers to reckon war service "two-fold".

61. The new conditions of award have resulted in an increasing number of officers and other ranks of the Canadian Army Overseas becoming eligible for the E.D. or E.M., which are awarded after 20 and 12 years' service respectively; and since the publication of Overseas R.O. 2645 awards to a very large number of individuals have been notified in further Overseas Routine Orders.

AWARDS FOR SERVICE IN THE PRESENT WAR

62. The Dominion Government, as the present war lengthened, became desirous of instituting some award which would constitute recognition of the services of those officers and soldiers who had not been members of the pre-war Militia, or whose service therein was too short to qualify them for the E.D. or E.M. Telegram AG 190, DEFENSOR to CANMILITARY, 11 May 42, mentioned proposals that Canada should issue two new medals. One of these was to be known as the Canadian Militia Medal, and the conditions proposed were as follows:

To be eligible the officer or soldier must have completed 3 years continuous honourable service in the Active Militia subsequent to

January 1 1920 and must in addition have enlisted or completed MFM 2 X or MFM 1 X thereby accepting obligation for general service anywhere on or before 10 Sept 1940.

The second proposed medal was to be known as the Canadian Soldier's Medal, and the same telegram defined the proposed conditions of eligibility as follows:

To be eligible the soldier including Warrant Officers must have completed 3 years service in this war with exemplary conduct efficiency and fidelity. The issue of this medal would be closely controlled.

63. After discussion between C.M.H.Q. and H.Q. First Cdn Army, a reply was despatched on 29 May 42 (Tel. A 1562, CANMILITARY to DEFENSOR). This telegram discouraged the idea of issuing the two proposed medals. It ran in part

...feel it is most unusual to issue General Service Medal during war and more particularly so before the Cdn Troops have had occasion to take part actual operations. Also award of such medals on grounds of quote honourable service unquote in the case of Cdn Militia Medal and quote exemplary conduct efficiency and fidelity unquote in case Cdn Soldiers Medal presents such field for variation in basis of recommendation that dissatisfaction and discontent likely to arise.

(C.M.H.Q. file 21/SOLDIERS' M./1)

64. In part doubtless as a result of these representations from the Canadian Army Overseas, the proposals for the Canadian Militia Medal and the Canadian Soldier's Medal have not been proceeded with, and that for the former has been specifically abandoned (see para. 80, below).

65. It is clear that a major factor in determining the attitude of Generals McNaughton and Montague towards this proposal from OTTAWA was the undesirability of giving occasion to invidious comparisons with British practice. At the time of the discussion mentioned above, the British Government had taken no steps to issue anything in the nature of a service or campaign medal for the present war, and it was clearly undesirable that Canada should act independently in this matter before her troops had been in action on any considerable scale. More recently, however the announcement by the British Government of special awards for service in this war has materially altered the situation.

66. His Majesty the King visited the Mediterranean theatre of war during the summer of 1943. Upon his return to the United Kingdom he despatched to General Eisenhower, Supreme Allied Commander in that theatre, a message which contained the first public reference to the new awards. Referring to the clearing of enemy forces from North Africa His Majesty wrote:

This victory I have decided to commemorate by the issue, in the near future, of a Star to be known as the Africa Star, while another to be known as the 1939-43 Star, will be the reward of those in all my Services who have taken part in hard fighting in other theatres of war.

(The Times, LONDON, 26 Jun 43).

The relationship of the Canadian forces to the new Stars is discussed below. It was at once clear that, in view of the fact that the main body of the Canadian Army Overseas had not yet met the enemy, comparatively few Canadian soldiers could qualify for either of these awards. It was with this in view that the Canadian Government very shortly proposed the institution of the medal originally designated the "Canadian Volunteer Medal", to be awarded to all personnel of the three Armed Services who had volunteered for service anywhere and had completed 18 months' service. This proposal was made to Generals McNaughton and Montague in Telegram AG 4284, DEFENSOR to CANMILITRY, 9 Jul 43 (C.M.H.Q. file 21/C.V.M./1). To this telegram Generals McNaughton and Montague replied (Telegram A. 2489, CANMILITRY to DEFENSOR, 22 Jul 42):

Under circumstances as they have developed fully support proposal for ... Canadian Volunteer Medal and consider conditions of award ... appropriate.

67. Subsequently the "Canadian Volunteer Service Medal" was approved by the Dominion Cabinet on 28 Jul 43. This approval was notified to C.M.H.Q. by DEFENSOR Telegram AG 4562, 29 Jul 43, which further defined the conditions of award as follows:

The medal may be awarded

- I. To persons of any rank in the Naval Military or Air Forces of Canada who have voluntarily enlisted for active war service and have honourably completed eighteen months total voluntary service.
- II. To persons of any rank in the Naval Military or Air Forces of Canada who have voluntarily enlisted for active service and who after having proceeded outside of Canada have been honourably discharged.
- III. To persons of any rank in the Naval or Air Forces of Canada who have voluntarily enlisted for active war service and have as a direct result of injuries sustained whilst on duty been honourably discharged.
- IV. Posthumously to persons of any rank in the Naval Military or Air Forces of Canada who have voluntarily enlisted for active war service and have been killed or died of

68. The omission of the word "Military" in sub-para III above is apparently an inadvertence.

69. A further provision was to the effect that a single clasp, to be denoted by a silver maple leaf, would be issued "for service outside of Canada". Qualification for this, as finally approved, is 60 days' such service.

70. The new medal was subsequently approved by His Majesty the King, and its institution was publicly announced on 26 Oct 43 (The Times, LONDON, 27 Oct 43). It was stated that the medal itself would not be struck until after the cessation of hostilities, but that the ribbon would be issued to those qualifying as soon as practicable. The award was announced in Overseas R.O. 4167 (12 Jan 44), and the ribbon was issued to troops in the United Kingdom immediately thereafter.

71. It is possible that both British and Canadian policy in the matter of the decision to issue service medals during the continuance of hostilities was influenced by United States practice. The United Kingdom for months past has been full of American troops, the majority of whom have obviously not seen action, all wearing service medal ribbons, frequently three in number. While for obvious reasons these ribbons have not commanded great respect, the contrast between the decorated American soldier who has not fought and the undecorated British soldier who, perhaps, has been through more than one campaign (or for that matter the Canadian soldier who may have served abroad since 1939 and been denied action through no fault of his own), has undoubtedly attracted attention. A memorandum by General Montague, 14 Jul 43, refers to the fact that in an interview with the D.A.G. on 13 Jul Sir Robert Knox, Ceremonial Secretary to the Treasury, was at first "definitely resistant" to the idea of a Canadian Volunteer Medal, but subsequently "appeared to recognize the position in which the Canadian authorities in Canada found themselves by reason of the attitude of the USA towards war medals" (21/CVM/1, to G.O.C.-in-C First Cdn Army).

CANADIAN ELIGIBILITY FOR THE AFRICA AND 1939-43 STARS

72. Few Canadians will qualify for the Africa Star. This award will be granted for service in North Africa "from June 10, 1940 (when Italy entered the war), to May 12, 1943, inclusive, when operations against the enemy in North Africa ceased" (The Times, LONDON, 4 Aug 43). Apart perhaps from a few isolated individuals, the only personnel of the Canadian Army who will be eligible for the Star on this basis will be the few hundred officers and N.C.Os. who were attached to the First British Army in Tunisia (see Report No. 95). Among these officers and N.C.Os. the award will be limited to those who were "on the strength of a unit or formation in a qualifying command (Overseas R.O. 4155, dated 6 Jan 44). No minimum period of service has been established in connection with the award of the Africa Star.

73. The questions of qualification for the 1939-43 Star generally, and of the Canadian eligibility for it in particular, have been very vexed ones, and precise final decisions are yet to be made. The qualification for this award, as published in a White Paper, Cmd. 6463 (3 Aug 43) ran as follows:

The 1939-43 Star will be granted for service in operations during the period from the 3rd September, 1939, to the 31st December, 1943 ... The Army qualification will be six months in an operational command ... As, however, there have been campaigns that have not covered six months, certain exceptions will be made. Where troops have been evacuated, e.g., from Dunkirk, Norway, etc., they will be eligible for the 1939-43 Star although their service in operations may have been less than six months, and specified Commando Raids will be similarly treated.

It was further provided that operational service for less than six months, brought to an end by death, wounds, or other disability due to service, would qualify for the 1939-43 Star.

74. It is interesting to note that the original proposals for the 1939-43 Star were to the effect that it should be granted for service during the period 3 Sep 39 - 2 Sep 43. The alteration of the latter date to 31 Dec 43 previous to the public announcement of the Star was due to "the objections which were raised by the Government of the Dominion of Canada", who, it was stated in a confidential British official paper dated 28 Jun 43, "do not like the 1939-43 Star, for which a comparatively small proportion of the Canadian Army would be eligible" (Fifth Report by the Official Members of the Special Committee on the Institution of Campaign Medals, Stars and Ribbons (H.W. 852, H.W. (B) 54)), copy on C.M.H.Q. file 21/1939-43 Star/1). The Prime Minister of the United Kingdom accordingly suggested in a telegram to the Prime Minister of Canada dated 5 Jul 43 that the qualifying period might be extended to 31 Dec 43. A further confidential paper dated 14 Jul 43 observes, "The Canadian Government now state that they are prepared to participate in the arrangements for the grant of the 1939-43 Star if that alteration is made" (Sixth Report by the Official Members of the Special Committee on the Institution of Campaign Medals, Stars and Ribbons (H.W. 891, H.W. (B) 64)), ibid.).

75. The Canadian concern over the qualifying period at this time presumably arose from the fact that the Canadian force in the assault on Sicily beginning on 10 Jul 43 embarked in the United Kingdom only in June of that year and therefore could not acquire the necessary six months' qualification previous to 2 Sep 43.

76. The details of qualification for the 1939-43 Star are not yet firm. The original proposals have been under fire in the United Kingdom, particularly by those who consider that the artillerymen who manned the anti-aircraft

considered to constitute an operational command for the purposes of this award. Correspondence between the Canadian Government and the Dominions Office has continued, and at the time of writing the situation has still not been resolved in a manner completely satisfactory to the Canadian authorities.

77. In one respect, however, the situation appears to be developing satisfactorily from the Canadian point of view. A draft Army Order prepared by the British authorities and forwarded to C.M.H.Q. on 27 Sep 43 proposes that "irrespective of the 6 months' qualifying period", personnel taking part in certain specified operations should be eligible. The list includes the following :

SPITZBERGEN	25 Aug 41 - 3 Sep 41.
HONG KONG	8 Dec 41 - 25 Dec 41.
DIEPPE	19 Aug 42
SICILY	10 Jul 43 - 17 Aug 43.

Canadian troops were engaged in all of these operations, and the effect of this provision would be to give the decoration to a good many thousand Canadian officers and soldiers, including the whole strength of 1 Cdn Div and 1 Cdn Army Tkt B at the time of the Sicilian campaign and a great part of 2 Cdn Div (for DIEPPE), though only to a small proportion of the total personnel of the Canadian Army Overseas.

78. Also included in the list is HARDELOT, 21-22 Apr 42. This was Operation "ABERCROMBIE", in which Canadian troops were employed but did not land in France. (See Report No. 81). It appears that the Canadians engaged in this operation will not receive the Star, as a letter from Combined Operations Headquarters (24 Sep 43) in answer to a query from C.M.H.Q. runs in part as follows:

It can now be stated that no Canadian personnel who have been attached to Commando units are entitled to the 1939-43 Star, as they have not taken part in any operations in which troops were landed.

(C.M.H.Q. file 21/1939-43 Star/1).

79. There is to be a debate on the 1939-43 Star in the British House of Commons, and it seems likely that the conditions of award will shortly be fully defined. It is of interest to note that consideration has apparently been given to the institution of additional awards as a way out of the difficulties that have arisen. On 14 Oct 43, the Adjutant General, Canada, then in the United Kingdom, despatched Telegram A. 3713 (CANMILITRY to DEFENSOR) which ran in part as follows:

Most Secret.

For Ralston and Stuart from Letson ...

Para III.

In course of conversation I gathered that thoughts may soon be directed to another period medal possibly for 1944. Also that the institution of a Battle of Britain medal cannot be entirely excluded as a possibility in the near future. Both these ideas have been prompted by the manifold difficulties in which they now find themselves and which are inherent in the conditions governing the award of the 1939-43 Star ...

THE CANADA MEDAL

80. On 10 Dec 42 the Adjutant-General, Canada, despatched to Generals McNaughton and Montague Telegram AG 1567, which advised that the Army Council had on that day decided to abandon the project of the Canadian Militia Medal, and had approved instead "a proposal to institute a Canadian Meritorious Service Medal". The reasons for this proposal are given in a memorandum presented by the Army Council and quoted in General Letson's telegram, in part, as follows:

... I ... feel that there is a real need for an award which will recognize meritorious service in the Canadian Armed Forces. This need is particularly pressing in view of the fact that after over 3 years of war, the Canadian Army has not been engaged with the enemy on a large scale, and that therefore the bulk of the service rendered by all ranks has not been in "face of danger". The same remarks apply equally to many of the RCAF engaged in the Empire Air Training Plan, etc ... For service of this character no suitable award exists, particularly for other ranks ...

(21/CAN.M./1)

81. The proposal described was the origin of the Canada Medal. The project was agreeable to the authorities of the Canadian Army Overseas, and was subsequently approved by the Canadian Privy Council. In due course it was presented to and approved by His Majesty the King, and public announcement of the institution of the medal was made on 17 Oct 43 (The Times, LONDON, 18 Oct 43).

82. The project as submitted to the King contained the following provisions with respect to the award of the medal

(6) Eligibility. Persons eligible to receive the Medal shall be:

(A) Citizens of Canada whether civilians or members of the Armed Forces or of the Merchant Navy.

(B) Citizens of other countries who have rendered valuable and meritorious service of the nature set forth in the next suc-

(7) Service required. The Medal may be awarded to persons named in the preceding paragraph for specially valuable and meritorious service of a high standard, faithful or zealous performance of ordinary duty not being sufficient in itself. There must be either:

(A) Special services of a high degree of merit such as discharge of special duties superior to the person's ordinary work or

(B) Highly meritorious performance of ordinary duties where these have entailed work of a specially trying character or

(C) Display of a high degree of initiative and forethought.

(8) Limitations upon award: The Canada Medal will normally be awarded in the case of members of the Armed Forces up to and including the rank of Lieutenant-Commander or equivalent rank but it may in exceptional circumstances be awarded to any rank

(21/CAN.M./1)

83. It was originally proposed that the first announcement of awards of the Canada Medal should be made on 11 Nov 43 (Memorandum by Senior Officer, C.M.H.Q., 22 Sep 43; ibid.), and lists of recommendations from the Canadian Army Overseas were prepared and submitted. Subsequently, however, it was decided to defer the announcement until the Birthday Honour List of 1 Jan 44 (Telegram AG 65, DEFENSOR to CANMILITRY, 7 Nov 43, ibid.) In that list as finally published, however, no reference was made to the Canada Medal; and the future of this decoration would seem to be a matter of speculation. A telegram (DMC 21) for Col. Halston (then in England) from the Hon. C.G. Power (21 Dec 43) remarks, "Certainly the Canada Medal appears to be out for the duration" (ibid.). Other telegrams on the same file, exchanged about the same period, suggest that the Dominion Government was again in doubt about the whole question of honours and awards, and that future policy in this matter still remains somewhat uncertain.

AWARDS FOR GALLANTRY

84. Although this Report has been largely concerned with policy aspects of the question of honours and awards, there are other aspects which are less controversial and perhaps in the long run more important. Some attention must now be given to the awards for gallantry in the face of the enemy which have been earned by personnel of the Canadian Army Overseas. It is scarcely practicable to provide here a list of all the awards which have been made, but an attempt will be made to refer to the most important groups of awards and to give a brief general picture of the question.

85. As a result of the fact that troops of the Canadian Army Overseas were for a long period not engaged against the enemy, there are practically no awards for gallantry to be recorded previous to the date of the first important operation - the DIEPPE raid of 19 Aug 42. There are, however, one or two early examples of the earning of decorations which should be noticed.

86. The first Military Medal to be won by the Canadian Army in this war was won by F.91544, Spr. Hutchinson, F.P., of 1 Fd Coy, R.C.E., who was injured and left behind in France during the very brief sojourn of 1 Cdn Inf Bde in the country in June 1940. Spr. Hutchinson received his decoration in recognition of his successful escape from the Germans which will be dealt with in detail in Preliminary Narrative the History of the Canadian Military Forces Overseas, 1939-40, Chap. V. The award was notified in Overseas Routine Order 1688, dated 3 Mar 42. This was apparently the only decoration won by the Canadian Army as a result of the movement of Canadian troops to France in 1940.

87. There have been some cases of decorations being won by Canadian officers serving with British forces. One case which has come to notice is that of Capt. (now Major) R.J. Williams, formerly of R. Regt. C., and now of the R.C.A.S.C. who won the Military Cross during the operations in Norway in 1940 while serving with the R.A.S.C. (Preliminary Narrative, the History of the Canadian Military Forces Overseas, 1939-40, Chap. IV, and cf. Overseas Routine Order 353, dated 7 Oct 40). This appears to have been the first M.C. won by a Canadian officer in this war, although the recipient was not at the time in the Dominion's service.

88. As already noted, the first occasion that offered Canadian officers and soldiers any large opportunity for winning awards for gallantry was the raid on DIEPPE on 19 Aug 42 (see Reports Nos. 100, 101, 108 and 109). This important and perilous operation, in which a large portion of 2 Cdn Div was engaged, naturally resulted in a considerable number of awards. The manner in which these were initiated deserves brief mention.

89. In the case of previous combined operations, recommendations for awards had been submitted by the Chief of Combined Operations, "who really has been treated as an authorised Commander" (Telegram A. 2858, CANMILITRY to DEFENSOR, 18 Sep 42; C.M.H.Q. file 21/DIEPPE/1). It was agreed, however, that in the case of the DIEPPE operation, in which a Canadian officer, Major-General J.H. Roberts, was Military Force Commander, the recommendations for all military awards, including those for British and Allied personnel, should pass through his hands. This was agreeable to the British authorities. On 17 Sep 42 the Senior Officer, C.M.H.Q., proposed to the Minister of National Defence (Telegram A. 2838, CANMILITRY to DEFENSOR) that C.M.H.Q. should be authorized to inform the War Office that the recommendations forwarded to the latter by General Roberts could be "deemed to have been made with concurrence of Canadian Government". The Minister, however, replied to the effect that it was desired that action be taken through OTTAWA, and requested that "names and proposed awards with

citations" should be passed to the High Commissioner for Canada in LONDON, and the names and proposed awards cabled to OTTAWA where the Government would take action to have the Governor General "submit recommendations by cable direct to Buckingham Palace" (Telegram GS 458, DEFENSOR to CANMILITRY, 18 Sep 42). After discussion with General McNaughton, General Montague replied on the same day urging that the procedure originally planned should be adhered to (Telegram A. 2858, CANMILITRY to DEFENSOR). He remarked that it was "important that these awards be treated and regarded as immediate". He wrote in part:

Point out that as now tentatively arranged Roberts submitting lists for all land forces engaged including British Commandos French and Americans and your instructions will result in those others being thrown back into the hands of Combined Operations and might conceivably result in awards of those being announced first which I say frankly would be just a tragedy.

90. The Minister cabled back on the following day (Telegram GS 2294, DEFENSOR to CANMILITRY) accepting General Montague's proposals, but adding, "The Government wishes it to be understood that their concurrence in the procedure to be adopted for DIEPPE should not repeat not be regarded as a precedent. This should be made clear to the War Office". The Minister added that in the circumstances the Canadian Government would communicate direct to the King through the Governor General, recommending that the Canadians whose names were submitted through the Secretary of State for War be awarded the honours and decorations for which their names were submitted.

91. The care thus taken by the Dominion Government to protect its rights of control over awards to Canadian personnel was reflected in the manner in which the awards were finally announced. The London Gazette of 2 Oct 42 published the announcement of the Canadian Army awards in a separate list under the heading "Department of National Defence, Ottawa".

92. The DIEPPE awards were published also in Overseas Routine Order 2588. Pre-eminent among them was the award of the Victoria Cross to Lt.-Col. C.C.I. Merritt, S. Sask. R., "for matchless gallantry and inspiring leadership". The full citation will be found in the Routine Order, and details of Lt.-Col. Merritt's gallantry are given in Report No. 101. This was the first V.C. to be won by a Canadian in the present war, and at the time of writing it is still the only one. The award was remarkable in a special respect in that it is unusual, though not wholly unprecedented, for awards of any decoration to be made to prisoners of war. Lt.-Col. Merritt was captured on the beach at POURVILLE, where he had commanded the rearguard which could not be evacuated. He is still a prisoner in Germany.

93. Other awards published in the list included the following:

Distinguished Service Order	12
Military Cross	16
Distinguished Conduct Medal	12

One additional D.C.M. was notified in Overseas Routine Order 2959 (31 Dec 42) and three additional Mentions in Overseas Routine Orders 3849 (24 Sep 43) and 4025 (17 Nov 43).

94. Major-General Roberts was himself awarded the D.S.O., as were also Brigadier Sherwood Lett and Brigadier C.C. Mann.

95. A further group of awards resulting from the DIEPPE operation were those subsequently made to personnel who after having been made prisoners in this operation, succeeded in escaping and returning to the United Kingdom. These awards are described in detail in Report No. 109, paras. 59 ff. They included one D.S.O., two M.Cs. and four M.Ms. Notable among them was the award of the D.S.O. to Capt. G.A. Browne, R.C.A., after a particularly remarkable performance including three separate escapes and a dangerous journey across the Pyrenees in mid-winter. (3)

96. Since the beginning of the participation of Canadian troops in active operations in the Mediterranean area (i.e., since the assault on SICILY on 10 Jul 43), there have, of course, been many opportunities for Canadian officers and soldiers of the formations engaged there to win immediate awards for gallantry in the face of the enemy. These have been dealt with under the procedure described above (para. 31), that is say, the awards have been made by the Commander-in-Chief in the Field by authority delegated to him by the King, and are deemed to have been made with the concurrence of the Canadian Government.

97. The first list of Canadian honours arising out of the Mediterranean operations was published in Overseas R.O. 3866, dated 28 Sep 43. This Order advised that the awards listed had been approved "in recognition of gallant and distinguished services in Sicily". The list was headed by the award of the D.S.O. to Major-General G.G. Simonds, C.B.E., th G.O.C. 1 Cdn Div. The total number of awards included in the list was:

Distinguished Service Order	10
Military Cross	16
Distinguished Conduct Medal	3
Military Medal	23.

98. A further list of awards for services in Sicily was promulgated in Overseas R.O. 4008, dated 10 Nov 43. The list included the following:

Distinguished Service Order	3
Military Cross	4
Distinguished Conduct Medal	2
Military Medal	6.

99. Overseas R.O. 4025, dated 17 Nov 43, listed three officers and three other ranks as "Mentioned in recognition of gallant and distinguished services in the field". One of the Mentions was of an officer killed at DIEPPE; the others apparently had reference to operations in the Mediterranean.

100. A further list of awards for services in Sicily was published in Overseas R.O. 4129, dated 25 Dec 43. It included the following:

Distinguished Service Order	3
Military Cross	8
Distinguished Conduct Medal	4
Military Medal	18.

101. A small number of awards for gallantry were won by Canadian personnel attached to the First British Army during the Tunisian campaign, or otherwise employed in North Africa during the fighting there (see Report No. 95). Four such awards (three M.Cs. and one M.M.) have been promulgated in Overseas R.Os.: two in Overseas R.Os. 3617 and 3618, dated 12 Jul 43, and two more recently in Overseas R.O. 4100, dated 15 Dec 43. One of these awards particularly worthy of notice was that of the M.M. to A.19407, Sgt. G.A. Hickson, R.C.E., who had previously received the D.C.M. for distinguished services in the DIEPPE raid (Overseas R.O. 3618; cf. Report No. 108). Sgt. Hickson has since been recommended for a commission and is undergoing O.C. training. (6)

GEORGE CROSS AND GEORGE MEDAL

102. The George Cross and George Medal are new awards instituted by the present King presumably with the special object of rewarding services rendered during the heavy air raids on the United Kingdom. These awards are given for conspicuous gallantry not in the face of the enemy. They are available alike to service personnel and to civilians. The G.C. ranks directly after the V.C.

103. The first George Cross to be awarded to a member of the Canadian Army went to Lieut. (now Capt.) J.M.S. Patton, R.C.E., a Bermudian, who, in company with Capt. (now Major) D.W. Cunningham, R.C.E., removed an unexploded 500-lb bomb which presented an immediate menace to the Hawker Aircraft Factory at WEYBRIDGE on 21 Sep 40. Capt. Cunningham, who arrived on the scene later than Lieut. Patton, assisted in disposing of the bomb and drove the truck which pulled it to an old crater some distance away, where it subsequently exploded harmlessly. (Citation on file in M.S. Section, C.M.H.Q.)

104. The first Canadian George Medal was awarded to Capt. Cunningham for his part in the same exploit. Both awards were announced in Overseas R.O. 556, dated 7 Feb 41.

105. The records of M.S. Section, C.M.H.Q., indicate that the Canadian Army Overseas has to date won a total of two George Crosses and four George Medals. Additional references will be found in Overseas R.Os. 1635, dated 14 Feb 42; 2086, dated 30 May 42; 3266, dated 3 Apr 43; and 3296, dated 7 Apr 43.

106. Certain awards of the British Empire Medal have also been made for gallant performance of hazardous work not in the face of the enemy.

FOREIGN DECORATIONS

107. One group of foreign decorations received by personnel of the Canadian Army Overseas has been noticed in R.Os. Overseas R.O. 3950, dated 27 Oct 43, advised that "in accordance with Order-in-Council PC 8317 of 28 Oct 41" the following

decorations conferred in recognition of services at DIEPPE might be accepted and worn:

Croix de Guerre Avec Palme de Vermeil (France)	3
Croix de Guerre Avec Palme de Bronze (France)	5
Croix de Guerre Avec Etoile d'Argent (France)	4
Croix de Guerre Avec Etoile de Bronze (France)	3.

108. These decorations were conferred by the French National Committee, which had expressed a desire to honour Canadians who had distinguished themselves on French soil in the DIEPPE operation. The list of names suggests that the recommendations made by C.M.H.Q. were very carefully considered and that these foreign Dieppe awards made at a late date were used as an occasion for rewarding deserving personnel who for one reason or another had been overlooked in the earlier distribution of honours.

C.B.S.

(C.P. Stacey) Lt.-Col.,
Historical Officer,
Canadian Military Headquarters.