

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



~~CONFIDENTIAL~~  
**CANCELLED**

R E P O R T No. 140

HISTORICAL OFFICER

CANADIAN MILITARY HEADQUARTERS

JUL 10 1945

NOV 26 1986

Canadian Participation in Civil Affairs/Military Government  
Part I : Background and Beginnings.

**DECLASSIFIED**

Authority: DHD 3-3

by CPK for DHist NDHQ

Date: NOV 26 1986

Introduction.

1. Civil Affairs/Military Government is a recent addition to the Army. Approximately one tenth of the Civil Affairs/Military Government personnel in 21 Army Group is Canadian and, in order that some record of its achievements may be kept, an Historical Officer (Civil Affairs) has been added to the War Establishment of the Historical Section at Canadian Military Headquarters.
2. This preliminary report deals with the Canadian contribution to Civil Affairs up to the appointment of Brigadier W.B. Wedd, C.B.E., D.S.O., M.C., E.D. as Senior Officer Civil Affairs, Headquarters First Canadian Army, on 31 Jan 44. The sources of information have been confined to C.M.H.Q. files together with handbooks and pamphlets published by the War Office and S.H.A.E.F. (e.g. "Standard Policy and Procedure for Combined Civil Affairs Operations in N.W. Europe", "Military Manual of Civil Affairs in the Field"), précis issued by the Civil Affairs Staff Centre, Wimbledon, and information about the Canadian Civil Affairs Staff Courses supplied by Lt.-Col. T.F. Gelley, Civil Affairs (Liaison) at C.M.H.Q. The scope of the report has therefore been somewhat restricted and it is suggested that the official historian would be well advised to consult files at the Departments of National Defence and of External Affairs, Ottawa, in order to supplement the information which it contains.
3. This report is divided into three sections:-
  - I. Historical Background. A brief account showing how the organization which was designed to take over Italian colonial administration was developed to assist with the civil administration of liberated European countries and to govern Germany.
  - II. Canadian Civil Affairs from Inception to Appointment of Senior Civil Affairs Officer. From attendance of First Canadian Candidates at Civil Affairs Staff Centre February 1943 to 31 Jan 44.
  - III. Training of Civil Affairs Officers in Canada. Canadian Civil Affairs Staff Course, 6 Dec 43 to 16 Aug 44.



DECLASSIFIED

Authority: DHD 33

by        for DHist NDHQ

Date:       

NOV 26 1986

## I. HISTORICAL BACKGROUND

"When the enemy was driven out of the territories occupied by him, we would see that the populations of such territories immediately received food, freedom and peace". (The Prime Minister in the British House of Commons, 20 Aug 40).

"No-one will go hungry or be without other means of livelihood in any territory occupied by the United Nations, if it is humanly within our power to make the necessary supplies available to them."  
(President Roosevelt, The White House, Washington, 13 Nov 42).

4. Civil Affairs or Military Government is that part of the Army by which a Commander-in-Chief discharges his responsibility of ensuring that the civilian population in a theatre of war does not interfere with military operations. In the liberated countries of North West Europe, it formed in Canadian Army a "Service" known as "Civil Affairs"; and in Germany a Branch of the Staff called "Military Government".

5. The responsibility of controlling the civilian population has always existed but, though conquering armies have discharged it in different ways and with varying degrees of success from time immemorial, the creation of a special organization in the British Army has no true historical precedent prior to the Palestine campaign of 1914-18. At that time, trained and experienced administrators from the Colonial Service were put into uniform and, as Occupied Enemy Territory Administration (O.E.T.A.), were entrusted with the civil administration of the country.

6. This expedient was revived in 1941-42 when the conquest of Cyrenaica, Eritrea and Italian Somaliland necessitated the replacement of the Italian Colonial Administration by British officers and, although this pattern was followed throughout the campaigns which preceded the invasion of Europe, the name of the organization has differed with the diplomatic aspect of the work that it had to do.

7. In Abyssinia, the fact that the country was being liberated prompted the deletion of the word "Enemy" and British officers of Occupied Territory Administration (O.T.A.) acted as civil advisers to the restored Negus. With the recovery of British Somaliland reference to "Occupied Territory" became obnoxious and it was as British Military Administration (B.M.A.) that it continued to function until the entry of the United States into the war and the invasions of Sicily and Italy, when Allied Military Government of Occupied Territory (AMGOT) came into being.

8. AMGOT consisted of a number of British, American and some thirty Canadian officers who possessed certain qualifications for, and had received a special training in, civil administration. It was "unique in the fact that for the first time in history two major powers established on the principle of joint responsibility and equality of effort a single military government for conquered enemy country". (Lecture by Professor R. H. Gabriel on Sicily and Italy delivered at the School of Military Government, University of Charlottesville, Virginia 27 Dec 43.) In the initial stages of the invasions of Sicily and Italy, the new organization had considerable difficulty in performing the functions for which it had been designed. This was largely due to a general failure on the part of commanders



to recognize its scope and their own responsibilities for assisting the organization, for AMGOT officers were "thin on the ground". However these faults were soon remedied and, by the time that the armistice with Italy had been signed and its name had been shortened to Allied Military Government (A.M.G.), the organization had become an efficient and respected component of the Allied Armies in Italy.

9. Although the abbreviation of AMGOT to A.M.G. following the armistice was undoubtedly a diplomatic gesture to a co-belligerent, the fact that AMGOT was widely, if scurrilously, rumoured to be an Arabic word meaning "horse manure" coupled with a popular current slander that the letters stood for "Ancient Military Gentlemen on Tour" may have contributed to the decision to change its name.

#### THE ORGANIZATION OF CIVIL AFFAIRS.

10. As early as December 1942, Brigadier S. Swinton Lee, D.S.O., had been appointed Deputy Chief Civil Affairs Officer at the War Office and was responsible for the provision and training of officers for duty with AMGOT and its forerunners in Italy, Sicily and North Africa. It was, however, not until the beginning of 1944 that Civil Affairs in the Field came into being as an integral part of the army "within the meaning of the Field Service Regulations". \* The new Service had been designed and was destined to compete with the problems of the civilian populations of the highly industrialised areas in Europe over which fighting was expected to pass. The lessons learned in Sicily and Italy, the memory of the meandering mobs of refugees which had impeded the movement of the Allied Armies in the final stages of the Battle of France in 1940 and the plans for the eventual de-nazification of Germany resulted in the new Service becoming from its inception an integral and respected part of the Allied troops being assembled and trained for Operation "OVERLORD".

11. The functions of Civil Affairs in the field are two-fold.

"First, to assist the military commander's plans in the forward battle area by liaison with the civil authorities and by controlling the activities of the local inhabitants in such a way as to prevent disorganization, disease and unrest hampering the activities of the fighting troops. Secondly, at a later stage, to exercise administrative control and supervision, in such areas as may be directed by the competent authority, in order that the civil machinery may be set going as early as possible and in such a way as to benefit the allied war effort and to ensure the preservation of law and order".

(CMHQ file, 1/Org Civ Affairs Staff/1 War Office letter "Organisation for Civil Affairs in the Field", 26 Jan 44.)

---

\* Notification of the organization of Civil Affairs in the Field including reference to it as "a service within the meaning of the Field Service Regulations Volume I 1930 Chapter XII Sections 61 and 62" is contained in War Office Letter, 124/Gen/102 (SD 1) on 26 Jan 44. (CMHQ file 1/Org Civ Affairs Staff/1.)



to recognize its scope and their own responsibilities for assisting the organization, for AMGOT officers were "thin on the ground". However these faults were soon remedied and, by the time that the armistice with Italy had been signed and its name had been shortened to Allied Military Government (A.M.G.), the organization had become an efficient and respected component of the Allied Armies in Italy.

9. Although the abbreviation of AMGOT to A.M.G. following the armistice was undoubtedly a diplomatic gesture to a co-belligerent, the fact that AMGOT was widely, if scurrilously, rumoured to be an Arabic word meaning "horse manure" coupled with a popular current slander that the letters stood for "Ancient Military Gentlemen on Tour" may have contributed to the decision to change its name.

#### THE ORGANIZATION OF CIVIL AFFAIRS.

10. As early as December 1942, Brigadier S. Swinton Lee, D.S.O., had been appointed Deputy Chief Civil Affairs Officer at the War Office and was responsible for the provision and training of officers for duty with AMGOT and its forerunners in Italy, Sicily and North Africa. It was, however, not until the beginning of 1944 that Civil Affairs in the Field came into being as an integral part of the army "within the meaning of the Field Service Regulations". \* The new Service had been designed and was destined to compete with the problems of the civilian populations of the highly industrialised areas in Europe over which fighting was expected to pass. The lessons learned in Sicily and Italy, the memory of the meandering mobs of refugees which had impeded the movement of the Allied Armies in the final stages of the Battle of France in 1940 and the plans for the eventual de-nazification of Germany resulted in the new Service becoming from its inception an integral and respected part of the Allied troops being assembled and trained for Operation "OVERLORD".

11. The functions of Civil Affairs in the field are two-fold.

"First, to assist the military commander's plans in the forward battle area by liaison with the civil authorities and by controlling the activities of the local inhabitants in such a way as to prevent disorganization, disease and unrest hampering the activities of the fighting troops. Secondly, at a later stage, to exercise administrative control and supervision, in such areas as may be directed by the competent authority, in order that the civil machinery may be set going as early as possible and in such a way as to benefit the allied war effort and to ensure the preservation of law and order".

(CMHQ file, 1/Org Civ Affairs Staff/1 War Office letter "Organisation for Civil Affairs in the Field", 26 Jan 44.)

---

\* Notification of the organization of Civil Affairs in the Field including reference to it as "a service within the meaning of the Field Service Regulations Volume I 1930 Chapter XII Sections 61 and 62" is contained in War Office Letter, 124/Gen/102 (SD 1) on 26 Jan 44. (CMHQ file 1/Org Civ Affairs Staff/1.)



12. In order to carry out these functions it was "necessary to provide chief or senior Civil Affairs Officers with appropriate staffs to work with all Headquarters from a Supreme Allied Headquarters (where applicable) down to the Headquarters of a Corps". (ibid. \*)

13. The Civil Affairs Staffs are supplemented by Civil Affairs officers who, working in detachments, are in fact, though not in name, Civil Affairs Field troops. A detachment consists of a minimum of two administrative officers and two "Public Safety" officers, in addition to other ranks, augmented as required by certain specialist officers. Personnel allotted from the pool to 21 Army Group have been organized into groups containing 240 officers of which about half are available to form basic detachments while the remainder consist of functional specialists. (e.g. Financial, legal, labour, supply, public health etc., officers.)

#### DIFFERENCE BETWEEN CIVIL AFFAIRS AND MILITARY GOVERNMENT

14. The same Service is responsible for Civil Affairs in liberated territory and for Military Government in Germany, but there are essential differences in the tasks imposed and the methods applied.

15. Civil Affairs set out to perform its functions by a friendly and close cooperation with the Governments and peoples of the liberated territories. In most cases its legal basis was an agreement with, or an invitation by, the accredited government of the country concerned. Every endeavour was made to reconcile the Army's requirements with the welfare of the liberated people and all demands made upon the Government or people have been as reasonable and modest as circumstances would permit. Only such orders and controls as were necessary have been instituted: they have, on the whole, been tactfully imposed and enforced and they have been lifted as early as possible. Every encouragement and assistance has been given to the governments to resume their rights and duties and to the civilian populations to resume their normal lives. Only in isolated and extreme cases has Civil Affairs been forced to operate on other than an indirect basis.

16. In Germany, the task of Military Government officers is not only to carry out the functions set out in para 14, but to provide the Supreme Commander, and any Military Governors who may be appointed, with an organisation through which Germany can be governed and the policy determined by the Allies can be enforced. The velvet glove has been removed; the authority for the establishment of Military Government is force. The exercise of power is limited by the customs and usages of war as codified in the Hague Regulations (M.M.L. Chap 14.) and by such directives as the Supreme Commander may from time to time receive from the Allied Governments to whom he is responsible. Military Governors issue orders to approved civil organisations and to the civil population, which have the force of law. Failure to obey these orders results in trial by a Military Government Court, and, in the event of a conviction, punishment of the offenders by death, imprisonment or fine.

---

\* In the United States Army, Civil Affairs forms a Branch/ Division of the Staff, G-5, and is represented by elements at all formation Headquarters down to division.



II CANADIAN CIVIL AFFAIRS FROM INCEPTION TO APPOINTMENT OF  
SENIOR CIVIL AFFAIRS OFFICER, FIRST CANADIAN ARMY.

17. Following the establishment of a Civil Affairs Directorate and the appointment of a Deputy Chief of Civil Affairs Officer at the War Office, in December 1942, GHQ Home Forces suggested to HQ, First Cdn Army that "it would be an advantage if a certain number of Canadian Officers were trained .... so that we could allot them as Civil Affairs Officers to Canadian Army HQ".

18. On 4 Jan 43, Maj.-Gen. G.R. Turner, M.C., D.C.M., D.A. & Q.M.G. First Cdn Army in a letter to Maj.-Gen. (later Lt.-Gen.) The Hon P.J. Montague, C.M.G., D.S.O., M.C., V.D., the Senior Officer, C.M.H.Q., requested that "the situation be canvassed with a view to selecting officers for training". (9/Civ Affairs/1, D.A. & Q.M.G. First Cdn Army to Senior Officer C.M.H.Q., 4 Jan 43.)

19. Machinery to find suitable officers was immediately set in motion and, on 22 Jan 43, eleven officers were interviewed at C.M.H.Q. by a Board consisting of the Deputy Chief Civil Affairs Officer of the War Office and representatives of the General Staff and of the Adjutant General's Branches, C.M.H.Q. As a result of this and further similar interviews, fourteen Canadian candidates were selected to attend the first course which opened at the Civil Affairs Staff Centre, Wimbledon on 25 Feb 43. (2/Civ Offrs/1 (MS) Senior Officer, C.M.H.Q. to G.O.C.-in-C., First Cdn Army, 23 Jan 43 and Senior Officer, C.M.H.Q. to D.C.C.A.O., War Office, 15 Feb 43.)

TRAINING AT CIVIL AFFAIRS STAFF CENTRE (See Appendix D)

20. The Civil Affairs Staff Centre was set up by the War Office to train officers for Civil Affairs duties in occupied European countries. Candidates were required to have had experience in one or other of certain specialized subjects in addition to a "sound knowledge" of one or more European language other than English (9/Civ Affairs/1, War Office D.C.C.A.O./10, dated 5 Dec 42 attached to letter D.A. & Q.M.G., First Cdn Army to Senior Officer, C.M.H.Q. 4 Jan 43.) The curriculum at these courses covered military as well as civil studies. Students were given instruction in military organization and Staff Duties and, divided into specialist groups, they studied the historical background, government organization and systems of local administration of an individual country. In the earlier courses the countries covered were France, Belgium, Holland, Luxembourg, Denmark, Norway and Germany. By the end of 1944 sufficient officers had been trained for duty in the occupied and liberated countries and subsequent instruction was confined to Germany. In addition to country "groups" students were segregated by "function" and specialized in such subjects as Finance, Law (with emphasis on the international aspect, laws and usages of war, etc), Supply, Trade and Industry, Relief, Fire and Civil Defence, Public Safety, Labour and Engineering. (*ibid.*)

21. After completing the Civil Affairs course, officers returned to their normal duties until they were mobilized into a Civil Affairs Pool at EASTBOURNE. There they underwent further training in their functions and were eventually despatched by Groups and Detachments to North West Europe. Between February 1943 and November 1944, 250 Canadian Army candidates had attended courses at Wimbledon and they, with the 131



graduates of the three Canadian Civil Affairs Staff Courses, represent the main source from which Canadian Civil Affairs Officers have been drawn. (9/Civ Affairs/1, General Survey of Cdn Offrs in C.A., 2 Nov 44, See Appx "A") In addition to Army personnel, some 23 R.C.A.F. officers were trained for Civil Affairs (See Appendix "B").

22. After completing their training at Wimbledon, the Canadian graduates of the first Wimbledon Course were either sent to Tripolitania "for about three weeks visit to gain experience by seeing O.T.A. (Occupied Territory Administration) actually working" or made available for special employment with the War Office. (2/Civ Offrs/1, Tel No. 84977, War Office to Mid East, 30 May 43.)

23. By the beginning of August 1943, with the Sicilian and Italian Campaigns in progress, the need for trained Civil Affairs Officers was such that the War Office was unable to meet it from British sources and the Canadian Army was asked to release the remainder of its qualified personnel. (2/Civ Offrs/1 (MS), C.M.H.Q. to First Cdn Army, 3 Aug 43).

24. By the end of the year a total of thirty officers had been made available and were working with the Allied Armies in Italy or Sicily (2/Civ Offrs/1/2, MS3 to A.A.G. (MS), 23 Dec 43.) and General McNaughton was able to assure the Minister for National Defence that their release had been "subject to our being satisfied that their services are of greater value in that capacity than in the Canadian Army Overseas. In most cases officers were "over age for normal military employment or otherwise unsuitable for regimental or staff employment." (1/Conf/10/2, "Minutes of Meeting held in the Minister's office, C.M.H.Q., 4 Aug 43.")

25. Meanwhile on 31 May 43, General McNaughton had requested the Senior Officer, C.M.H.Q. to "give favourable consideration" to a proposal to train additional officers which had been made by the War Office. (9/Civ Affairs/1, G.O.C.-in-C. to S.O., C.M.H.Q., 31 May 43.) This proposal was referred to N.D.H.Q. who, by 10 Jul 43, had received "between two hundred and three hundred applications from Officers who desired to serve in some capacity with Civil Affairs Organizations". (2/Civ Offrs/1, Gen. LETSON (A.G.), N.D.H.Q. to Gen. MONTAGUE, (S.O.) C.M.H.Q., 10 Jul 43.) Accordingly, when the sixth course opened at the Civil Affairs Staff Centre at Wimbledon on 2 Dec 43 eleven of the Canadian candidates had come direct from Canada.

26. So far the provision and training of Civil Affairs Officers had been almost exclusively handled at C.M.H.Q. by the A.G. Branch. This was due to the fact that, although the ultimate necessity for Civil Affairs Staffs at headquarters of First Cdn Army and 2 Cdn Corps had been understood from the start (9/Civ Affairs/1, Maj.-Gen. TURNER to S.O., C.M.H.Q., 4 Jan 43), the Canadian provision to the end of 1943 had been of personnel only, and the formation of units had not been involved. (1/Org Civ Affairs/1, Memo "Civil Affairs Staff" - S.D.1 (c) to S.D.1, 23 Dec 43.)

27. On 31 Dec 43, the Director of Civil Affairs, War Office, suggested that, in addition to providing Civil Affairs Staffs at H.Q. First Cdn Army and H.Q. 2 Cdn Corps and "in view of the part to be played by the Canadian Army in the forthcoming operations, Canada may wish to raise a purely Canadian unit or units for employment with the Canadian Army, in so far as that may prove practicable in the field". (1/Org Civ Affairs Staff/1, D.C.A., War Office to S.O., C.M.H.Q., 31 Dec 43.)



28. This suggestion was put forward to N.D.H.Q. and, following a recommendation by Lt.-Gen. K. Stuart, C.B., D.S.O., M.C., Acting G.O.C.-in-C., First Cdn Army. (2/Civ Offrs /4 Tel A 1006, CANMILITRY to DEFENSOR, MURCHIE from STUART, 15 Feb 44.), approval was given to provide one COSSAC Unit, in addition to Staffs at Headquarters First Cdn Army and 2 Cdn Corps, as the Canadian contribution. (2/Civ Offrs/4, Tel GSO 400, DEFENSOR to CANMILITRY, 24 Feb 44.) In numbers, this commitment amounted to:-

HQ First Cdn Army	34 officers	62 other ranks
HQ 2 Cdn Corps	9 "	16 " "
Canadian contribution to Civil Affairs Pool	244 "	366 " "
Officers already in the Mediterranean Theatre	30 "	
(ibid. and 1/Org Civ Affairs Staff/1, D.C.G.S., C.M.H.Q. to D.A.G., C.M.H.Q., 31 Apr 44.)		

29. These officers, were to be drawn from those who had : received, or were to receive, training at the Civil Affairs Staff Centre, Wimbledon, together with graduates of the Canadian Civil Affairs Staff Courses which were being conducted at Kingston. The other ranks were to be provided from Canadian Army Overseas.

30. Only in the case of officers appointed to the staffs of formations was provision to count against the manpower ceiling since the remainder were of "classes not suitable for reinforcements".

31. "The term "COSSAC UNIT" (later to become known as a "Civil Affairs Group") was merely an accounting unit to care for the organisation and training of (each) one tenth of the total Civil Affairs Pool as it became authorized by the War Office". (24/Civ Affairs/1. DO Letter from Brig Wedd to Maj. A.K. Reid, 16 Jun 45.)

32. By the end of September 1944 the full quota of other ranks had been made available (8/Civ Affairs/1, A.G.2(b) to A.A.G. (Org), 12 Sep 44 and Tel AT 1839, A.G. 2(b) to H.Q. C.R.U., 25 Sep 44) and since then occasional postings have been made to replace wastage. The number of officers provided has varied but it had almost invariably been somewhat in excess of the original commitment. (See Appx "A").

33. Although the undertaking was to supply sufficient personnel to provide one Civil Affairs Group, it had "already been laid down as policy that all detachments would be "international" (half British - half American) in order that the civil population should not be able to "play off" one area against the other" (24/Civ Affairs/1, DO Letter from Brig Wedd to Maj A.K. Reid, 16 Jun 45.) and there was therefore no intention to provide a separate Civil Affairs Group composed entirely of Canadian personnel. When this policy was changed, proposals to segregate Canadian personnel to form a separate Group for duty with First Cdn Army had to be abandoned due to the fact that officers available did not correspond to the functions required (See Appx "C")

34. On 7 Jan 44, at a meeting attended by A.A.G., (M.S.) C.M.H.Q., Major-General P. Kirby, the Director of Civil Affairs at the War Office stressed the importance of providing Civil Affairs Staffs in order that Civil Affairs might receive proper consideration in the operational planning that was taking place. (2/Civ Offrs/1/2, A.A.G., (M.S.) to M.G.S., 7 Jan 44 and 1/Org Civ Affairs Staff/1, A.A.G. (M.S.) to B.G.S., 31 Jan 44). This matter was discussed by Brigadier Penhale, B.G.S., C.M.H.Q., and Brigadier Walford, D.A. & Q.M.G., First Cdn Army, and it was



agreed that "early action should be taken to obtain authorization for WE covering CA staffs at Army and Corps Headquarters" and "that WE when authorized need not necessarily be filled at once but that the senior Army staff officer should be appointed forthwith and that detailed implementation and organization of related activities could then be directed by him in collaboration with Army Commander and C.M.H.Q." (1/Org Civ Affairs Staff/1 (B.G.S.), "Memorandum of Conversation with Brig. Walford", 14 Jan 44.)

35. As a result of this discussion, implementation of war establishments for Civil Affairs Staffs for Headquarters, First Cdn Army and Headquarters, 2 Cdn Corps was approved by the G.O.C.-in-C., First Cdn Army on 3 Feb 44. (Adm O 59/44) and Lt.-Col. W.B. Wedd, D.S.O., M.C., E.D., was promoted to the rank of Brigadier and appointed Senior Civil Affairs Officer, First Cdn Army on 31 Jan 44. (Supplement to Overseas R.O. 4220 4 Feb 44.)

36. Brigadier Wedd, in addition to his military qualifications, possessed a background of experience in civilian life which provided him with outstanding advantages in his new appointment. He had for some years been the European representative of the Massey-Harris Company and many years residence in Europe had made him familiar with the language and characteristics of the people in the countries through which the Canadian Army was to pass.

### III TRAINING OF CIVIL AFFAIRS OFFICERS IN CANADA.

(All references in this section are to C.M.H.Q. file 2/Civ Offrs/4 unless otherwise stated.)

37. On 4 Aug 43, at a meeting at C.M.H.Q., Mr. Charles Ritchie of Canada House told the Minister of National Defence that the Department of External Affairs had cabled Mr Massey indicating an interest in training officers in Canada for Civil Affairs work. ("Record of a Meeting held in the Office of the Minister of National Defence at C.M.H.Q. on 4 Aug 43.")

38. Although it was explained that the facilities for training in England were "fully adequate", on 6 Oct 43 the War Committee of the Canadian Cabinet approved in principle the establishment of a "joint Canadian School for the training of Military personnel and possibly later a few civilians." In establishing the School the Army was working closely with the Department of External Affairs. The school was to be known as the Canadian Civil Administration Staff Course (later changed to Canadian Civil Affairs Staff Course See Note #.) and was to be located at the Royal Military College, Kingston, with a class of about 24 officer candidates. C.M.H.Q. was asked to discuss certain details with the War Office in order that Canadian "participation in this field should be closely integrated with Great Britain". (Tel GS 1038, DEFENSOR to CANMILITRY, MONTAGUE from STUART, 16 Oct 43.)

---

\* The name was changed at the fourth meeting of the Interdepartmental Advisory Committee held at N.D.H.Q. 20 Dec 43. (N.D.H.Q. file HQS 9072 - 1 FD 16 (Oprs)).



39. The War Office, while desiring to "render direct and immediate assistance" (Tel GS 2693, CANMILITRY to DEFENSOR, 30 Oct 43.), expressed the opinion that the "functions and scope of Civil Affairs Administration would be somewhat restricted by implications of the Moscow Conference" \* and suggested that "in view of the small numbers of students -.... the objects of the School could better and more economically be achieved .... by accepting added vacancies at Wimbledon where specialist instructors and complete facilities" were "readily available". This opinion was cabled to N.D.H.Q. on 6 Nov 43 with a suggestion that any further action be deferred pending the decision of General Stuart Chief of the Cdn General Staff, and Mr. Ralston Minister of National Defence who were about to arrive in England. (Tel GS 2764, CANMILITRY to DEFENSOR, 6 Nov 43.)

40. All uncertainty was removed on 9 Nov 43, when General Stuart cabled "Carry on with course as arranged. It is possible that it may be necessary to close the school later on. In meantime limit course to 24 students." (Tel GS 2821, CANMILITRY to DEFENSOR, MURCHIE from STUART, 9 Nov 43.) Mr. Massey was in complete agreement with this decision. On 11 Nov 43 he cabled ".... I understand that General Stuart takes the view, in which I concur, that we should not be discouraged by the War Office views but should go ahead with the proposed Canadian School." (Tel 2828, MASSEY to EXTERNAL, 11 Nov 43.)

41. In view of the diffidence expressed by the War Office and without access to the relative files at N.D.H.Q. and the Department of External Affairs, the reasons leading to this decision must remain obscure. It is, however, interesting to note the feelings of Brigadier Wedd, Senior Civil Affairs Officer, First Cdn Army, who on 19 May 44, wrote:

"I am tempted to state my real thoughts on the matter. The setting up of the course at Kingston was done on the initiative of N.D.H.Q. supported by External Affairs, or vice versa. I have always felt that it was basically unnecessary and that all Canadian graduates could be trained at Wimbledon."  
(S.C.A.O., First Cdn Army to C. of S., C.M.H.Q., 10 May 44.)

42. Meanwhile, in Ottawa, preparations for the first course were being made. An inter-departmental Advisory Committee, set up with the approval of the C.G.S., held its first meeting

---

\* These "implications" probably refer to the sixth article of the Joint Declaration which, as published in the Times of 2 Nov 43, reads:

"That after the termination of hostilities they will not employ their military forces within the territories of other States except for the purpose envisaged in this declaration and after joint consultation".

The Diplomatic Correspondent of the Daily Telegraph on the same day refers to this article as being "A guarantee against holding and exploiting conquered territory."



on 1 Nov 43 \*. Instructors at the Royal Military College were available to teach military subjects. A Director of Civilian Studies\*\* had been appointed and steps were being taken to assemble additional instructors to work under him. (Tel GSO 202, DEFENSOR to CANMILITRY, 2 Nov 43.)

43. Arrangements for Brigadier T. Robbins, Commandant of the Civil Affairs Staff Centre, Wimbledon to visit the school had to be abandoned (Tel GS 2764, CANMILITRY to DEFENSOR, 6 Nov 43) but the services of an instructor from the Wimbledon School were made available, (Tel GS 2948, CANMILITRY to DEFENSOR, MURCHIE from STUART, 24 Nov 43.) and in order to ensure that the curriculum should closely follow that at Wimbledon, the complete Wimbledon precis, together with library lists and other relevant information, was obtained through the War Office and sent to N.D.H.Q. (Tel GS 2803, CANMILITRY to DEFENSOR, 8 Nov 43.)

44. The first course opened at the Royal Military College on 6 Dec 43 and continued for ten weeks, closing on 11 Feb 44. The instructional staff consisted of six Canadian Officers and one officer from Wimbledon. Twenty four students officers, including one from the Royal Canadian Navy and three from the Royal Canadian Air Force, attended the course.

45. In his report to the Commandant of the Royal Military College, the G.S.O.I wrote:

"The first course opened under difficulties connected with the preparation of study material and the appointment of Staff .... Much of the headway lost was made up, and in the work given it is believed that the officers taking the course received a solid and useful grounding."

(R.M.C. file 5-17-14, Memo to Comd, R.M.C. from Lt.-Col. T.F. Gelley, G.S.O.I. No date)

46. The second course opened on 6 Mar 44 and continued for eight weeks, closing on 29 Apr 44. Fifty student officers were in attendance, an increase of twenty six over the first course. They were divided between the Services as follows:

Army	41
R.C.A.F.	8
Bermuda Voluntary Rifle Corps	1

---

\* There is no reference in any C.M.H.Q. file to this Inter-Departmental Committee, which consisted of representatives of the Department of External Affairs, R.C.A.F., R.C.N., and N.D.H.Q. The relative N.D.H.Q. file is understood to be H.Q.S. 9072 F.D. 16 (Oprs). Information supplied by Lt.-Col. T.F. Gelley, Liaison Officer (Civil Affairs) at C.M.H.Q., who states that the Committee has never been dissolved in case, at some later date, it should be necessary to resume training of Civil Affairs Officers in Canada.

\*\* G.M. Smith, Dean of Arts, University of Alberta was appointed (tel GSO 202, DEFENSOR to CANMILITRY, 2 Nov 43.). On 20 Nov 43, he was forced to resign because of ill health and he was succeeded by Major (subsequently Lt.-Col.) T.W.L. McDermot. (Tel GSO 234, DEFENSOR to CANMILITRY, 20 Nov 43.)



The directing staff was increased to eleven and included one instructor from the Civil Affairs Staff Centre, Wimbledon.

47. Of this course the G.S.O.I. wrote:

"The syllabus as laid down for Course #1, with certain minor changes, was followed .... A bigger proportion of military instruction was given in syndicate period than on the previous course with consequent better instruction.

....Instruction in Civilian Studies on the Second Course was very much more satisfactory than on the first.

....The application and zeal of the officers on the course were on the whole excellent...."  
(R.M.C. file 5-17-14, Memo to Comd, R.M.C. from Lt.-Col. T.F. Gelley, G.S.O.I. No date.)

48. The third course opened on 8 Mar 44 and continued for eight weeks, closing on 30 Jun 44. The number of directing staff remained as on the previous course but the number of student officers was increased to fifty-six, forty-eight Army and eight R.C.A.F.

"Thanks to previous experience, it was possible to give a reasonably substantial course. The volume of work covered was greater, and the co-ordination of function with function and theoretical instruction with its practical application .... more complete."  
(R.M.C. file 5-17-1, Memo to Comd, R.M.C., from Lt.-Col. T.F. Gelley, G.S.O.I., 3 Aug 44.)

49. A fourth course was contemplated by N.D.H.Q. and recommended by the War Office on the assumption that "this should produce an additional forty-eight candidates for employment in the European theatre." (Tel GS 1331 CANMILITRY to DEFENSOR, 4 May 44.) However, the fact that most of the graduates of previous courses remained unposted (Tel GSO 486 DEFENSOR to CANMILITRY, 22 Apr 44.) seems to have proved a deciding factor against this project. In its place, and in order to give employment and continuity of training to the unposted graduates of the three courses, a Post Graduate Course opened at the Royal Military College on 16 Jul 44 with 54 graduates of the three courses as students. (Tel A 2084 CANMILITRY to DEFENSOR, MURCHIE from STUART, 30 Mar 44 and Tel GSO 637 DEFENSOR to CANMILITRY 15 Jul 44.). This course specialized in language study and, though the original intention was to continue it for upward of two months, it was abandoned on 16 Aug when it had been running for exactly one month. At that time "practically all" the students were on their way overseas "where they want to be". (R.M.C. file No reference. "Notes in connection with the Closing of the C.C.A.S.C. Post Graduate". Memo to Comd R.M.C. from Lt.-Col. T.W.L. McDermot, Director of Civilian Studies.)

50. The total number of officers trained for Civil Affairs at the Canadian Civil Affairs Course was 141. Details of which are as follows:-



	- 12 - <u>Army</u>	<u>R.C.A.F.</u>	<u>R.C.N.</u>	<u>Total</u>
First Course	20	3	1	24
Second Course	42	8		50
Third Course	48	8		56
Post Graduate (Not incl in above.)	2			2
Directing Staff	8			8
<hr/> TOTAL	<hr/> 120	<hr/> 20	<hr/> 1	<hr/> 141

(C.M.H.Q. file 9/Civ Affairs/1, General Survey of  
Cdn Officers in Civil Affairs, 2 Nov 44.)

#### LIAISON OFFICER AT C.M.H.Q.

51. The suggestion that a "Special Liaison Officer be appointed to C.M.H.Q. for close contact with British C.A. Courses and employment" was put forward by N.D.H.Q. on 28 Dec 43. (Tel GSO 289, DEFENSOR to CANMILITRY, STUART from MURCHIE, 28 Dec 43.). At the end of March 1944, Major M.J. Griffin was appointed. He was a graduate of the Civil Affairs Staff Centre, Wimbledon and, having worked in the Military Secretary's Office, C.M.H.Q., he had "followed C.A. selection in Cdn Army since inception". (Tel A 2084 CANMILITRY to DEFENSOR 30 Mar 44.)

52. Following the disbandment of the Canadian Civil Affairs Staff Course, Lt.-Col. T.F. Gelley, who had been G.S.O.I. at the school, was appointed to succeed Major Griffin.

53. This report was prepared by Major A.K. Reid, General List, Historical Officer (Civil Affairs), Canadian Military Headquarters. It has been read in draft form by Brig. Wedd, D.D. Mil Gov, First Cdn Army and the substance of his comments has been incorporated.

*A.K. Reid Maj*  
for (G.P. Stacey) Colonel,  
Historical Officer,  
CANADIAN MILITARY HEADQUARTERS



GENERAL SURVEY OF CDN OFFRS IN CA9/Civ Affairs/1  
2 Nov 44

Classifi- cation	Cdn Offrs Trained or Emp in CA				Course Failur- es		Now emp other than in CA or disposed of			Now emp in CA	
	Army	RCAF	Navy	TOTAL	Army	Army	RCAF	Navy	TOTAL	Army	RCAF
<u>CCASC</u> Students DS	111(a) 9(b)	19 1	1	131 10	5	17 3	3 1	1	26 4	89 6(c)	16
<u>CASC</u> Students No. 12 Course	242 8	1		243 8	15	34			49	193(d) 8	1
<u>NON-COURSE</u> ACC (AAI) General	19 23			19 23		6			6	19 17(e)	
TOTALS				434(f)	(Wastages: 20%)				85	332	17
Total Army and Air Force										349	

- (a) Includes 2 (Lalonde, Linnell) who took Kingston Post Graduate Course. Does not include 1 (Pedrolini) from Bermuda Forces.
- (b) Includes 1 Army (Manion) who attended SMG, Charlottesville, USA. Includes 1 RCAF (Wyatt) " " " " " " Does not include offrs who took CASC (Unwin) or CCASC (Bridges, Byars) who are represented in student totals.
- (c) Comprises 1 CMHQ, 1 First Cdn Army HQ, 1 2 Corps HQ, 3 posted to CA Pool.
- (d) Includes 8 now on Army or Corps HQ.
- (e) 14 on First Cdn Army and 2 Cdn Corps HQ and 3 non-course posted to CA Pool.
- (f) This total does not include Cdn Offrs who followed courses at SMG, Charlottesville, USA, except those who entered CA through CCASC (Manion, Lalonde, Linnell - Army, and Wyatt - RCAF.)

PRESENT DISPOSITION OF CDN CA OFFRS

Classification	From Courses incl D.S.	From Non-Course Personnel	TOTAL
A - ARMY			
1. On Fmn HQ			
First Cdn Army	8	9	17
2 Cdn Corps	3	5	8
CMHQ	1		1
2. CASC No. 12	8		8
3. ACC (AAI)	19		19
4. Posted to CA Pool (a)	276	3	279
Total Army			332
B - RCAF			
Posted to CA Pool	17		17
- GRAND TOTAL			349

- (a) Includes 2 Offrs emp on regimental or instructional duty at CA Mob and Trg Centre and 1 liaison offr at SHAEF.



M E M O R A N D U M

Maj A.K. Reid  
Hist. Sec.

6 Apr 45

1. Some 23 RCAF offrs were trained under Army auspices for CA/MG, 19 at the CCASC (RMC, Kingston), 3 at the CASC (Wimbledon), and 1 at the SMG (Charlottesville, Va). Of those, 18 served with CA/MG dets and are incl in the total of offrs representing the Cdn Commitment to the W.O. for CA/MG purposes. All were carefully selected by the Air Force, all passed their course. 18 out of the 23 were put into the CA stream through Air Force agency and were never at any time the responsibility of the Army except for purposes of trg. However, their associations have been very close and their reaction to CA troubles has been the same as Army pers.

2. It is in my memory that the RCAF selectees were asked by their HQ to undertake to remain in Civil Affairs for a period after the cessation of hostilities for which their services might be required, an anticipation of the Control Commission. Two RCAF offrs in particular expected to make a career in Mil Govt, Byars and MacDonald.

3. The following RCAF offrs form part of the Cdn CA/MG Commitment to the War Office:-

S/Ldr F.L. Brand	- O.C. 808 (A) Det CA - Adm (Wimbledon)
S/Ldr P.F.C. Byars	- 5 CA Gp - Welfare
S/Ldr Cox	- 8 CA Gp - Adm (Wimbledon)
S/Ldr N.C. Denys	- 6 CA Gp - Legal
F/Lt N.M. Fowler	- 6 CA Gp - Adm
S/Ldr Friesen	- 9 CA Gp - Adm (Wimbledon)
S/Ldr W.J. Hansen	- 5 Gp - - Fd & Agric
S/Ldr H. Irwin	- 6 Gp - - Adm
S/Ldr D.A.K. Marshall	- 8 Gp - - Adm
S/Ldr A.J. Macdonald	- 8 Gp - - Pub Wks
S/Ldr M.K. Parlee	- 3 Gp - - Welfare
S/Ldr J. Proskie	- 7 Gp - - Agric
W/Cdr H.P. Rickard	- 6 Gp - - Adm O.C. 609
S/Ldr D.N.S. Robertson	- 7 Gp - - Adm
F/Lt A.P. Wilson	- 6 Gp - - Adm
F/Lt C.P. Wyman	- 2 CA Pool Adm

4. The following are the casualties:-

W/Cdr E.B. Goodspeed	- AFHQ	- Never in CA
S/Ldr E.H.N. Crawford	- Remained in Canada	
F/Lt F.J. MacNamara	- 7 Gp	- Now flying Control officer
S/Ldr N.K. Skelton	- AFHQ	- Never in CA
S/Ldr S. Smith	- AFHQ	- Never in CA
F/Lt C.N. Tringle	- 5 Gp	- Killed, motor accident Brussels.
W/Cdr C.S. Wyatt	- DS Kingston - AFHQ Special Employment.	

Wyatt attended the Charlottesville Course

(Sgd)  
(W.H.S. Macklin) Brigadier  
Deputy Chief of the General Staff  
CANADIAN MILITARY HEADQUARTERS.



APPENDIX "C"

Table showing Functions of Cdn Offrs in Civil Affairs Comparison with Typical Group

	WE	Cdn
Adm	70	106
PS	62	15
Financial	27	29
Legal	11	18
Fire & CD	3	
Labour	6	7
Supply	13	16
Trade	9	4
Food	7	14
Relief	12	12
Medical	10	4
Engr	4	11
Tn	6	
Tpt	4	2
Comn	3	2
Education		1
TOTAL	244	241

Compiled on 8 Nov 44

Figures supplied by Lt.-Col. T.F. Gelley

Civil Affairs Liaison,

C.M.H.Q., April 1945.



This appendix was attached as Appendix "A" to the Civil Affairs Monthly Training Letter for January, 1944, 2/Civ Offrs/5.

HISTORY OF THE CIVIL AFFAIRS STAFF CENTRE, WIMBLEDON

1. In October 1942 the A.T. (E) Committee, of which Sir F. BOVENSCHEN, K.C.B., P.U.S. War Office, was Chairman, decided to start a series of politico-military courses in London for the purpose of training Civil Affairs Officers for service overseas. The initial organization was directed by Brig S. SWINTON LEE D.S.O., who about the same time was appointed D.C.C.A.O. at the War Office. Lt. Col. T. ROBBINS, M.C., who had been previously associated with the War Office politico-military courses at CAMBRIDGE and had recently visited the U.S. School of Military Government at CHARLOTTESVILLE, VIRGINIA, was soon afterwards appointed Commandant of the Civil Affairs Staff Centre, and the first course opened at WIMBLEDON on 25 Feb 1943 with about 150 student officers.

2. Since then 7 courses have been held; the first three had approximately the same number, but beginning with the fourth course, September 1943, the numbers have been doubled, and over 1300 officers have now been trained at the Centre.

3. The first course included 14 Canadian and 19 U.S. Officers; subsequent courses have included officers from Australia and South Africa as well as Americans and Canadians. On the third course officers from the forces of the European Allies joined the Centre, and since then representatives of Belgium, Czechoslovakia, France, Luxembourg, the Netherlands, Norway and Poland have passed through. These officers have made a valuable contribution to the discussions as well as to the social life of the Centre and their presence has been greatly appreciated by their fellow students and their instructors alike.

4. From the beginning a senior U.S. Officer has been a valued member of the Staff; this now includes an officer of the Netherlands army and Canadian and South African Officers, as well as a French officer holding a British Commission.

5. The original War Establishment provided for a Colonel as Commandant, two Chief Instructors, 16 Directors of Studies, a Liaison Officer, an Administrative Officer, a G.S.O. (3) and three A.T.S. Officers; it included also 40 male O.R. and 103 O.R. A.T.S. The doubling of the number of students on the fourth course required an appropriate increase in this establishment.

6. The duration of the first course was fixed at 13 weeks. The programme provided for instruction in military and non-military subjects; the whole of the first week and one hour every morning for the next 8 weeks were devoted to the former. The non-military instruction, in accordance with a draft syllabus approved by the A.T. (E) Committee, was partly regional and partly functional; it took the form of general background lectures, (mostly given by scholars from outside) supplemented by study groups specialising in the various functions and regions and conducted, so far as their members allowed, by DS. Each student attended all the background lectures and in addition two classes weekly in one of the 6 regional subjects and one of the 10 functional subjects. A feature of the study groups was the presence of experts from various Ministries and Government research organizations,



whose up-to-date information was invaluable to DS as well as to students. Some Ministries were good enough to arrange demonstrations also. The last month was devoted to an Exercise, in which students were confronted with some of the problems liable to arise in the successive phases of an imaginary invasion of the Continent.

7. The first course was of the nature of a pioneer experiment; hardly any of the DS had any experience of CA in practice or theory; no British Manual of CA existed at this time in print; little material was available from Africa, and the future organization of CA staffs with formations was unknown.

8. The second course saw considerable changes, partly in the light of information received from the Mediterranean theatre. The length of the course was cut from 13 weeks to 5 (at which it has remained) and the need of training all CA officers to undertake general administrative duties was recognized. Accordingly the number of background lectures was drastically reduced and it was arranged that every officer should receive instruction in each subject (including military) in turn, as one of the syndicate of 15 members, from the DS specially qualified to give it; general organization and administration was introduced as one of the subjects. (The syndicate system had already been used for military instruction and been found of great value in enabling DS to get to know students personally), at the same time the principle of specialist instruction was partially retained by the assignment of each student to a regional and to a functional group, each meeting for one period weekly. The shortening of the course involved the reduction of the final "Exercise" from 4 weeks to the equivalent of one.

9. The system adopted for the second course has been adhered to in the main on courses 3 - 6, but some changes have been introduced, such as the reduction of the number of regional subjects studied by each officer to two (Germany and one other country) and the concentration of the Exercise into the final week. (It is intended on the seventh course to go back on the latter change by introducing part of the Exercise at an earlier stage and to set more test papers). Demonstrations by DS have also increased in number; they include playlets to illustrate the procedure of a military court in occupied territory and the correct method of approaching an Allied official, as well as conversations between officers representing different sections of the staff faced by the same problem.

10. In July 1943 the junior wing of the Centre was started at Peel House in London by the War Office in order to train police officers for CA duties, under Commander W.J.A. WILLIS, RN, as Commandant. The seventh of these courses is now in progress; they are attended by about 65 police and 10 - 20 other officers. Two short Provost courses (each for about 35 officers and 49 OR) have also been held at Peel House.

11. Three short courses or conferences for senior officers, from Major Generals downwards, lasting for 4 days, have been held at the Centre under the auspices of the CA directorate - two at the end of November, 1943 and one in January 1944. The purpose of these conferences has been to explain the objects and methods of CA to commanders and senior staff officers and to obtain their cooperation. Each has been attended by about 100 officers.

12. On 23 Jan 1944 Brig DUMBRECK, late Commandant Middle East CA School, took his duties as Commandant CASC in succession to Brig. T. ROBBINS, who is now DCCAO with a formation.