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HISTORICAL SECTION

ARMY HEADQUARTERS

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Supplementary Report on Canadian  
Participation in Civil Affairs

1. A series of reports on the Canadian participation in Civil Affairs/Military Government is being prepared by the Historical Officer (Civil Affairs) of the Historical Section at Canadian Military Headquarters from information available from Canadian, British and American sources in London. As work progressed on those reports it became apparent that there were certain gaps in the story which could only be filled after examination of information on file in Ottawa.
2. This report has been prepared by the Historical Officer (Civil Affairs) from such material. A great number of Army Headquarters files have been examined. The Historical Officer (Civil Affairs) has also had access to certain files of the Privy Council Office. The resultant report - though it does not attempt to tell a complete or consecutive story - comprises information on a variety of aspects of Civil Affairs/Military Government and on other related subjects which should be of value to the Official Historian.
3. This report is divided into the following sections:
  - I. Training of Civil Affairs Officers in Canada.
  - II. Training of Civil Affairs Officers in U.S.A.
  - III. Training of Civil Affairs Officers for the Far East.
  - IV. Canadian Commitment to Civil Affairs in Europe.
  - V. Canadian Contribution to the Allied Control Commission for Germany.

TRAINING OF CIVIL AFFAIRS OFFICERS IN CANADA

4. Although 14 Canadian officers had been despatched to the first Civil Affairs Staff Course which had commenced at the Civil Affairs Staff Centre, Broadlands House, Wimbledon on 25 Feb 43 and had subsequently been loaned to the War Office by whom they were sent to North Africa for a short period of training in civil administration duties (Hist Sec, C.M.H.Q. Report No. 140, paras 19 and 22), it was not until the end of May 1943 that Maj-Gen P.J. Montague, Senior Officer, Canadian Military Headquarters, forwarded to Army Headquarters a request

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for Civil Affairs Officers which had been made by the War Office (H.Q.S. 9072-1, vol 1: Senior Officer, C.M.H.Q. to The Secretary, A.H.Q., 31 May 43).

5. The War Office suggested that:

the Canadian Army might be able to assist by providing officers with the requisite qualifications from among those who would otherwise be returned from UK to Canada as over age for field force duties.

(Ibid)

Candidates were required to have certain qualifications of language and of civilian background and to be between 35 and 50 years of age. Although the War Office had stipulated that "all candidates are interviewed before selection", since this would not be possible in the case of officers in Canada it had been arranged that applications would be considered if the fullest details were given without the necessity of personal interviews. (Ibid).

6. The Chief of the General Staff suggested to the Adjutant-General that "We should have a number of officers between the ages of 35 and 50 who might be suitable" (Ibid: Minute I, 10 Jun 43), and a letter was circulated to all Commands and Military Districts in Canada inviting nominations (H.Q.S. 9061, vol 1: Circular letter - Pers 1, 13 Jun 43). Within a month some 200 applications were on file at Army Headquarters and detailed particulars of 27 considered most suitable were despatched by bomber mail to Canadian Military Headquarters (op cit: Tel AG 4319, Defensor to Canmilitary, 12 Jul 43).

7. It was not until nearly four months later that word was received from Canadian Military Headquarters that five of the officers nominated were not acceptable to the War Office (H.Q.S. 9072-1, vol 1; F.D. 2: Tel A 3863, Canmilitary to Defensor, 21 Oct 43). By this time, arrangements had been made to start a Civil Affairs school in Canada and it was decided to send only eleven officers from Canada to the British Civil Affairs Staff Centre at Wimbledon for a course which was due to commence early in December and to train all others in Canada at the Canadian school leaving vacancies on all future Wimbledon courses for "surplus officers overseas" (op cit: Tel AG 1116, Defensor to Canmilitary, 27 Oct 43).

8. The decision to start a school in Canada was made at the instigation of the Department of External Affairs. When, at the beginning of 1943, officers of the Canadian Army Overseas were nominated as candidates for training in civil administration duties at the War Office school in England (see C.M.H.Q. Hist Sec Report No. 140, para 17 et seq, 10 Jul 45), Civil Affairs was regarded at Canadian Military Headquarters as a means "of finding alternative employment for officers rendered available for other than normal military duties ... by reason of age, lack of ability to command, etc" (H.Q.S. 9072-1, vol 19, F.D. 49; Tel A 1006 Murchie from Stuart, 15 Feb 44). As a result of careful selection carried out in collaboration

with British Selection Boards, the Canadian candidates were of a high standard but nevertheless the authorities at Canadian Military Headquarters continued to be interested in Civil Affairs mainly as a means of "finding employment for many who were or would have become disposal cases from military standpoint" (Ibid).

9. At this time the proposed control machinery for Germany was envisaged as a Commission which,

it was suggested, would be composed of high ranking political representatives of U.K., U.S.A., and U.S.S.R., of France and any other European allies, and, if desired, of any Dominions prepared to contribute to the Policing of Europe.

(Privy Council Office file  
W-22-5-G, 1943-44, vol 1:  
Review of proposed Control  
Machinery in Germany, 12 Jun 44)

10. The Canadian Government, in the summer of 1943, had replied to this proposal that it could not "fail to be interested and concerned in the proposed Commission" (Ibid) and, feeling that "a right to a voice in such commissions would be seriously prejudiced if we were to refuse to accept the obligations of policing the enemy territories" (op cit, vol 2: Memo, Advisory Committee on Post-Hostilities Problems to Cabinet War Committee, 11 Feb 44), was considering the extent to which Canada should participate in the occupation of Germany.

11. The story of the formation of the Allied Control Commission with membership confined to the United Kingdom, the Union of Soviet Socialist Republics, the United States of America and France and of the Canadian Government's decision to withdraw the Canadian Army Occupation Force in the spring of 1946 (op cit, 1945-46, vol 2: Tel 28, Secretary of State for External Affairs to Secretary of State for Dominion Affairs, 13 Feb 46) is beyond the scope of this report, but the initial interest shown in the summer of 1943 by the Department of External Affairs in the training and provision of Canadian Civil Affairs officers was largely due to the fact that, at that time, it was anticipated that Canada might be one of the occupying powers and therefore should contribute, as part of the machinery of occupation, a group of officers trained in civil administration and Military Government.

12. Following preliminary conversations between representatives of the Canadian High Commissioner and of the Dominions Office in London and between representatives of the Department of External Affairs and the High Commissioner for the United Kingdom in Ottawa a proposal to train Civil Affairs officers in Canada was approved by the Political Intelligence Committee and by the Inter-departmental Committee on Post-Hostilities Problems which had been set up in Ottawa (H.Q.S. 9128, vol 1: Minutes of First Meeting of the Working Committee on P.H.P., 3 Aug 43). At first no suggestions were made as to the size of the contribution that Canada should make but "the importance of preparing personnel for participation in the civil and military government of

occupied territories" was acknowledged (Ibid and H.Q.S. 9061, vol 2, F.D. 26: T.A. Stone Esq to Maj-Gen Letson, 19 Aug 43), and, on 31 Jul 43, the Secretary of State for External Affairs requested the High Commissioner for Canada in the United Kingdom to discuss with Col Ralston and Lt-Gen K. Stuart "the extent to which it is contemplated Canadian officers will be expected to participate on the continent with a view to establishing a Canadian School" (H.Q.S. 9072, vol 1, F.D. 1: AMGOT Ottawa Committee, Report by Army Representative, 10 Aug 43). Although this meeting took place, no decision as to the extent of the Canadian contribution appears to have been made (C.M.H.Q. Hist Sec Report No. 140, para 37) and, as no request for a specific number of officers had been made by the War Office, the plans for the Canadian school were based on the size of course which could be easily trained and administered rather than the number of trained officers ultimately required.

13. The Working Committee on Post-Hostilities Problems, which had held its first meeting at the beginning of August, recommended that a school of civil administration be set up in Canada to train not only Service personnel but eventually a number of civilians for duties in Civil Affairs and Military Government. It was also agreed, at this meeting, that it would be

preferable on the whole, if Canadians are not to be trained at home, that they should be trained in British rather than in American schools since they were more apt to be acting under British Command. The meeting agreed nevertheless that it would be advisable to secure as much information as possible about the technique being taught at Charlottesville, Virginia through the Canadian Military Attache in Washington.

(H.Q.S. 9128-1, vol 1: Minutes of First Meeting of the Working Committee on Post-Hostilities Problems, 3 Aug 43)

14. Conversations and discussions proceeded with the Department of External Affairs taking the initiative until, soon after his return from Great Britain, Mr. Ralston, Minister of National Defence, received a memorandum from Mr. T.A. Stone of the Department of External Affairs suggesting not only that a Canadian training school be set up but that, if the project were approved, the senior officials be appointed immediately. The specific reasons for setting up a school in Canada, as set forth in the memorandum, were:

- (1) Personnel trained for this purpose will be necessary to any army that participates in the campaigns in Europe.
- (2) There are officers in the Army, Navy and Air Force in Canada who would make excellent material. Many of them, having particular qualifications, are forty years of age or more, are not immediately needed for other duties and could usefully be trained in this work. Certain civilians could also be trained

for various purposes. Some of this personnel would later be attached to the Army. It would include public relations officers, official newspaper correspondents, C.B.C. liaison officers, relief officials, and other non-military personnel who would be going to Europe before or after the end of hostilities.

- (3) The time element is important. The immediate organization of a Canadian school will make it possible to send trained Canadian personnel overseas as soon as required and officers now in Canada who have suitable qualifications for this work will be able to commence training here at once.

(H.Q.S. 9061, vol 2, D.D. 26: Mr. T.A. Stone to Col Ralston, 19 Aug 43)

15. On 4 Sep 43, after the matter had been referred to the Advisory Committee on Post-Hostilities Problems, Lt-Gen Stuart wrote to Mr. Norman Robertson, Under-Secretary of State for External Affairs, saying:

We have been running around in circles in this matter simply because an attempt has been made to consider details before governmental policy has been decided.

He suggested certain points on which the War Committee of the Cabinet should be requested to give decisions; whether Canada was to participate in Allied Military Government of Occupied territories; if a school was to be organised and run in Canada; what was to be the output of the school and by whom it was to be administered. (H.Q.S. 9072, vol 1, F.D. 1 or H.Q.S. 9128, vol 1: Lt-Gen Stuart to Mr. Norman Robertson, 3 Sep 43)

16. For a time it looked as though the plans for establishing the school might be abandoned. The Army was already under obligation to send a number of officers to England and efforts were at the same time being made to secure vacancies for Canadian candidates at the United States Military Government School at Charlottesville. (H.Q.S. 9072, vol 1, F.D. 1, on H.Q.S. 9128, vol 1: Minutes of 3rd Meeting of the Working Committee on Post-Hostilities Problems, 31 Aug 43). There was some discussion as to whether it would be worthwhile to set up Canadian training facilities at this late date but the Post-Hostilities Problems Committee, feeling that "Canadians trained in this sort of administration would be useful for civilian relief or other work even after Allied Military Government had ceased to function" (op cit: Minutes of 4th Meeting, 28 Sep 43), pressed for the establishment of the school. Accordingly the project was submitted to the War Committee of the Cabinet who, on 6 Oct 43,

after discussion, approved in principle the establishment of a Canadian school for training personnel for civil administration on re-occupied areas as a joint

Service undertaking under this Department  
[the Department of National Defence];  
details of the undertaking to be agreed  
between this Department and the Department  
of External Affairs.

(H.Q.S. 9072, vol 1, F.D. 1:  
Private Secretary to Minister  
of National Defence to C.G.S.,  
8 Oct 43)

17. Most of the details had already been worked out and all that was required was the approval of the Chief of the General Staff and of the Minister of National Defence to give effect to them. On 22 Oct 43 the Chief of the General Staff set up an Advisory Committee of which the members were representative of the three Services and of the Department of External Affairs. (H.Q.S. 9072-1, vol 1: Lt-Gen Stuart to Mr. Norman Robertson, 22 Oct 43). (Appx "A")

18. When the Advisory Committee met for the first time on 1 Nov 43, arrangements for the first course to commence 6 Dec 43 were already far advanced. A Director of Civil Studies, Mr. G.M. Smith, Professor of History and Dean of Arts in the University of Alberta and a nominee of the Department of External Affairs (H.Q.S. 9061, vol 2, F.D. 26: T.A. Stone, Esq to Maj-Gen Letson, 19 Aug 43), had been appointed. In collaboration with Major T.F. Gelley, a member of the Directing Staff of Royal Military College, he had prepared a draft memorandum outlining in detail the proposed method of organising the first course and its curriculum (H.Q.S. 9072-1, vol 1, F.D. 9: The Canadian Civil Administration Staff Course, 26 Oct 43); a number of officers had been selected as instructors and Brig T. Robbins, Commandant of the Civil Affairs Staff Centre at Wimbledon, who proposed to visit the school, had offered to make available one instructor from the British school (op cit, vol 19, F.D. 16: Minutes of First Meeting, 1 Nov 43) and made a number of practical suggestions (op cit, vol 1, F.D. 1: Tel GS 2693, Canmilitary to Defensor, 30 Oct 43).

19. On 6 Oct 43, C.M.H.Q. cabled to advise that Brig T. Robbins would not be available to visit Canada in a message which continued:

Conversation with Troopers indicate that function and scope of civil affairs administration will be somewhat restricted by implications of Moscow conference ... In view of small number of students Troopers considers objects of RMC school could better and more economically be achieved here by accepting added vacancies at Wimbledon where specialist instructors and complete facilities readily available.

(Op cit: Tel GS 2764, Canmilitary to Defensor, 6 Nov 43)

20. Lt-Gen Stuart, who arrived in England a day or so later, decided that arrangements to start the school should continue even though it might be necessary to close it at some later date. This decision had the support of

Mr. Massey of Canada House (C.M.H.Q. Hist Offrs Report No. 140, para 40) and the approval of the Department of External Affairs (H.Q.S. 9072-1, vol 1, F.D. 1: Norman Robertson Esq to Maj-Gen J.C. Murchie, 8 Nov 43). At a meeting held to discuss Post-Hostilities Problems on 9 Nov 43, at which the reasons for the War Office suggestion to abandon the course were "not clear", Mr. Glazebrooke of the Department of External Affairs suggested:

that the flexibility of the Kingston School might not be properly appreciated in England. It was pointed out that civilian personnel could also be trained there for U.N.R.R.A. and for other administrative duties connected with the cessation of hostilities.

(H.Q.S. 9128: Minutes of a Meeting held to discuss Post-Hostilities Problems, 9 Nov 43)

21. Although the general feeling in England was that the Kingston School was basically unnecessary and that all Canadian Civil Affairs Officers could have been trained at Wimbledon (C.M.H.Q. Hist Offrs Report No. 140, para 41), the decision to continue with the plans to train candidates in Canada was probably based on the following considerations:-

- (a) The scheme was based on a decision of the War Committee of the Cabinet.
- (b) The Advisory and Working Committees set up to discuss the suggestion made by the United Kingdom Government that Canada might contribute to the policing of post-war Europe had, as yet, made no recommendations (H.Q.S. 9128: Minutes of a Meeting held to discuss Post-Hostilities Problems, 9 Nov 43) nor had there been any request for a specific number of Canadian officers (H.Q.S. 9072-1, vol 19, F.D. 49: Tel A1006, Murchie from Stuart, 15 Feb 44). It was therefore not known exactly how many officers trained in civil administration might eventually be required.
- (c) Although it was known that officers of the Canadian Army in the United Kingdom were attending courses at Wimbledon, none of the 27 officers nominated for training in the United Kingdom some four months earlier had, as yet, been despatched and there were nominations for a further 200-300 candidates on file at Defence Headquarters.

(H.Q.S. 9061, vol 3: Memo, A.G. to Private Secretary M.N.D., 29 Sep 43, et seq)

22. The first course opened at Royal Military College Kingston on 6 Dec 43 (Appx B and C). Between 6 Dec 43 and 30 Jun 44 a total of 130 officers from the



three Services attended the three courses run at the school. An account of these courses appears in paragraphs 44 to 49 of Canadian Military Headquarters Historical Officer's Report No. 140 of 10 Jul 45. An examination of files at A.H.Q. (H.Q.S. 9072-1, vols 1-20, H.Q. 54-27-137-2, H.Q. 54-27-137-3, H.Q. 54-27-137-4) reveals little that is worth adding to that account, with the exception of the following points:

- (a) as a result of recommendations made by Lt-Col L.T. Neck of the Civil Affairs Staff Centre, Wimbledon, who visited the school in January 1944, the number of students attending the second course was raised from 24 to 50 with a proportionate increase in the Directing Staff (H.Q.S. 9072-1, vol 5, F.D. 67: Report by Lt-Col Neck, 3 Jan 44 and op cit, vol 19, F.D. 16: Minutes of 6th Meeting of Interdepartmental Advisory Committee, 27 Jan 44).
- (b) in view of an Admiralty decision that it was "considered unnecessary for officers selected for the Sub-Commission of Control to undergo special training", no Naval officers were appointed to attend the Canadian School after the first course. (Op cit, vol 8, F.D. 70: C.N.S. to C.G.S., 3 Feb 44). The Navy, therefore, had only one candidate who attended the first course although a representative continued to sit on the Interdepartmental Advisory Committee.

(Op cit, vol 19, F.D. 16:  
Minutes of Interdepartmental  
Advisory Committee)

#### TRAINING OF CIVIL AFFAIRS OFFICERS IN THE UNITED STATES

23. Following the cessation of hostilities in 1918, the United States established Military Government in the Coblenz area, and the officers detailed to the work, numbering about 230, were compelled to learn their work as they went along. The lessons learned from that experience were embodied in a report prepared by Colonel I.L. Hunt which formed the basis of the United States Army Field Manual, 27-5, Military Government, which lays down the policies and outline of organisation of military government. (H.Q.S. 9061, vol 1, F.D. 1: Canadian Amgot Personnel - Charlottesville, 21 Aug 43)

24. In May 1942 the War Department established the School of Military Government at Charlottesville, Virginia "for the training of officers for subsequent detail in connection with military government and liaison under the supervision of the Provost Marshal General". (Ibid). Although the establishment of the American school at Charlottesville preceded the British Civil Affairs Staff Centre at Wimbledon by some eight months, the British, in the African campaigns of 1941-42, had already established a form of Military Government using trained colonial administrators to replace the

Italian Colonial Administration. (C.M.H.Q. Hist Offr's Report No. 140, paras 4-7).

25. In the autumn of 1942, the Combined Civil Affairs Committee was set up comprising representatives of the War Department, the State Department, the British Embassy and the British Staff Mission. This Committee was, in effect, a sub-committee of the Combined Chiefs of Staff Committee to which the latter submitted matters concerning Civil Affairs (H.Q.S. 9128-1, vol 2: 12th Meeting of Working Committee on P.H.P., 20 Jan 44), and was responsible for evolving a common doctrine and policy for Allied Military Government during the Sicilian and Italian Campaigns. It continued to be the policy forming body for Civil Affairs until, following the Moscow conference, the European Advisory Commission was set up in London with Russian, American and British representatives. (Ibid)

26. Before the decision to train Canadians in Canada had been made, it was suggested that a nucleus should be trained at Charlottesville and the Canadian Military Attache in Washington was instructed to secure as much information as possible about the technique being taught there and to arrange, if possible, for a few Canadian candidates to attend courses there (H.Q.S. 9128-1, vol 1: Minutes of First meeting of the Working Committee on P.H.P., 3 Aug 43).

27. A vacancy was secured on the course commencing 1 Sep 43 (H.Q.S. 9061, vol 1, F.D. 1: Tel MA 2655, Mawash to Defensor, 17 Aug 43) and was allotted to Capt J.P. Manion, who, in addition to his military training, possessed a diplomatic background and a knowledge of languages having served as Canadian Commercial Attache in Tokyo, Paris and New York (op cit: GS 896, Defensor to Mawash, 26 Aug 43). Following his attendance at the School, Capt Manion produced a detailed appreciation of "the Applicability to Canada of United States Doctrines, Training and Organization for Military Government" (H.Q.S. 9072-1, vol 1, F.D. 6: Appreciation by Capt J.P. Manion, 15 Oct 43). Although this appreciation was received at A.H.Q. too late to be of value in guiding Canadian policy on Civil Affairs, which was taking final shape in the autumn of 1943, Capt Manion was to become one of the Directing Staff at the Canadian School where the training that he had received at Charlottesville must have been of considerable value since he was the only Canadian instructor who had received any form of special training.

28. Two Canadian Army and one R.C.A.F. candidate attended subsequent courses at Charlottesville (op cit, vol 20, F.D. 162: C.O.S. C.M.H.Q. to Secty, A.H.Q., 2 Nov 44) but it was not until courses on Military Government in the Far East began that efforts were made to increase the Canadian representation at the Charlottesville and other United States schools.

#### TRAINING OF CIVIL AFFAIRS OFFICERS FOR THE FAR EAST

29. On 15 Nov 44, the High Commissioner for the United Kingdom in Canada wrote to the Under-Secretary of

State for External Affairs to ask whether the Canadian Government would agree to allow officers serving in the Canadian Armed Forces to apply for appointments on the Civil Affairs Staff of the Military Administration to be set up when Burma, Malay, Borneo, Hong Kong and other Far Eastern territories were reoccupied. The proposal was to set up a Military Administrative Organization which would be superseded by a Civil Administration and to select officers who would be suitable and willing to be appointed as Civil Officers when the Military Administrations were terminated. The contract was to be for a 10 year period subject to options to terminate after three or five years. (H.Q. 54-27-137-1-1: High Commissioner for U.K. to Under-Secretary of State for External Affairs, 15 Nov 44)

30. The matter was discussed at meetings of the Committee for Post-Hostilities Problems in conjunction with the Canadian participation in U.N.R.R.A. and the Control Commission of Germany (H.Q.S. 9128-1, vol 2: Minutes of 36th Meeting of Working Committee on Post-Hostilities Problems, 1 Dec 44), and the policy, authorized by the Minister of National Defence on 6 Mar 45, was:

No general commitment will be accepted by Canada to supply Civil Affairs (Army) Officers in India or Burma, but no obstacle will be placed in the way of suitable Canadian officers desiring to transfer to the British Army or Colonial Service if they can conveniently be released.

(H.Q. 54-27-137-1-1: Deputy Minister (Army) to Under-Secretary of State for External Affairs, 6 Mar 45)

31. The course of procedure for transfer which had been suggested by the High Commissioner for the United Kingdom was:

- (a) The War Office to refer all applications to the appropriate Dominion Army (or Air Force) Representative in London for preliminary approval before passing them to the Selection Boards.
- (b) Officers serving in the European Theatre to apply through C.M.H.Q., who would refer all applications to N.D.H.Q. for a final decision, advising at the same time as to the necessity of retaining the officer's services.

(Op cit: A.G., A.H.Q., to Senior Officer, C.M.H.Q., 13 Mar 45)

- (c) Acceptance would necessitate the resignation of commissions in the Canadian Army; whether they were appointed to the British Army or took civilian status with the British Civil Service.

(H.Q. 54-27-137-9: Memorandum dated 21 Sep 45)

32. In October 1944, the Interdepartmental Advisory Committee on Civil Affairs held a meeting to consider the question of Canadian officers being trained for Civil Affairs in the Far East. The necessity to formulate a policy arose because vacancies were being offered to Canadians at the United States courses which required eight months to complete (two months at Charlottesville; six months at University). (H.Q.S. 9072-1, vol 19, F.D. 16: Minutes of 12th Meeting, 23 Oct 44)

33. The British policy, as defined by the United Kingdom members of the Combined Civil Affairs Committee, was:

the civil administration of these territories during the military period should be entrusted to a British chief civil affairs officer with a staff mainly comprising British officers who have administrative experience of the territories concerned and who will be available to continue as a civil administration when military control is no longer needed.

(H.Q.S. 9072-1, vol 20, F.D. 157:  
Appx to letter, C.M.H.Q. to A.  
H.Q., 25 Oct 44)

The personnel were to be trained at Wimbledon and were to be drawn mainly from that considerable number of men who had had previous experience of the countries in which they would be called upon to work.

34. The United States, lacking men of similar background and experience, were already well advanced in the training of personnel for Civil Affairs in the Far East (H.Q.S. 9072-1, vol 19, F.D. 16: Minutes of 12th Meeting, 23 Oct 44), and the Advisory Committee recommended that:

Canada during the ensuing year should seek vacancies on Civil Affairs Courses in the United States with post-graduate University training to the extent of 40 officers.

(Ibid)

35. Though there was some doubt as to the necessity of providing the "fairly substantial number proposed by the Committee", from a military point of view it was felt that pending a definite requirement for them as Civil Affairs officers they could be usefully employed with a Canadian contingent (op cit, vol 20, F.D. 157: C.G.S. to Under-Secretary of State for External Affairs, 26 Oct 44) and, with the Department of External Affairs recognising the advantages that a nucleus of such trained Canadian personnel might provide "for any later work ... in relation to the Far East" (op cit: Under-Secretary of State for External Affairs to the C.G.S., 27 Nov 44) the recommendation was submitted to the Minister of National Defence and approved by him 1 Dec 44 (op cit: C.G.S. to M.N.D., 28 Nov 44 and Ibid: Minute

2, 1 Dec 44).

36. At the time of the Japanese surrender, seven officers had fully graduated and 16 were still undergoing training (four at Charlottesville and 12 at American Universities). With the cessation of hostilities the University courses were immediately closed but Charlottesville continued until the current course, which had only a few weeks to run, was completed. The question now arose as to the disposal of the candidates. The War Office had requested their services and two were already on loan to British Far East Civil Affairs and serving in Malaya. The United States, with a considerable number of their own trained personnel still undeployed, had made no request for the services of Canadian officers. (H.Q.S. 9072-1, vol 19, F.D. 16: Minutes of 13th Meeting of Civil Affairs Advisory Committee, 1 Sep 45).

37. The Civil Affairs Advisory Committee was of the opinion that - in the light of Government policy of non-participation by the Canadian Army in the occupation of Japan, and in the light also of demobilization requirements and the Army policy generally regarding the loan of Officers - the following policy should be adopted:

- (a) There is no Canadian requirement for Far East Civil Affairs as such and no more Canadian officers should be trained. However the 4 officers now at Charlottesville should complete the course prior to return to Canada for disposal.
- (b) No further Far East Civil Affairs officers should be loaned to meet War Office requirements but there is no objection to such employment (either on transfer to the British Forces or as Civilians) provided they are struck off strength Canadian Army.
- (c) The officers trained for Far East Civil Affairs should become available to the Adjutant General for disposal.
- (d) In accordance with the foregoing, D Pers would supply the particulars for the War Office and notify the conditions of employment. At the same time the officers themselves would be circulated to ascertain their wishes.

(H.Q.S. 9072-1, vol 19, F.D.16:  
Minutes of 13th Meeting of Civil  
Affairs Advisory Committee, 1  
Sep 45)

38. This policy was no sooner approved than the Director of the Civil Affairs Division of the United States War Department, faced with a growing shortage of Civil Affairs officers trained for the Far East, told Maj-Gen H.F.G. Letson, Commander of the Canadian Army Staff,

Washington, that he would welcome assistance from the Canadian Army in the way of loan of trained officers. (Op cit, vol 20: Tel GS 2212, Canawash to Defensor, 18 Oct 46). Since it was considered that such experience would be of value for officers who might wish to remain on in the Permanent Force, all the officers who had attended the United States schools were approached to ascertain whether they would be interested in this type of employment in the United States or in Japan for a minimum period of six months. (Op cit, vol 20: D.M.O. & P. to C.G.S., 18 Oct 46). As a result of this census, eight officers volunteered on the basis that the terms of employment were satisfactory. (Op cit, vol 20, F.D. 172: Memo to file at folio 48, undated). Their services were not however required since the War Department found that they were able to meet their personnel requirements from the United States sources. (Op cit: D.M.O. & P. to D. Pers, 18 Dec 45).

39. Similarly, although a number of officers had expressed themselves as willing to serve with the British Civil Affairs in the Far East, subject to satisfactory terms, the War Office was able to fill appointments with British trained personnel. (Op cit: D. Pers to D.M.O. & P., 20 Nov 46).

40. The two Canadian officers, Capts J.H. Ford and V.W. Allen, who served with British Civil Affairs did so on loan to the War Office. The elaborate policy and procedure described in paragraphs 29-31 was therefore never used.

CANADIAN COMMITMENT TO CIVIL AFFAIRS IN EUROPE  
(see Appx "C")

41. Until the War Committee of the Cabinet approved the establishment of the Canadian School at Kingston on 6 Oct 43 there was no commitment on the part of the Canadian authorities to supply personnel for Civil Affairs duties. The selection of candidates for the Civil Affairs Staff Centre at Wimbledon was in the hands of the War Office and candidates from Canada were nominated only when requests were received from the War Office. (H.Q.S. 9061, vol 2, F.D. 33: Deputy Minister (Army) to Under-Secretary of State for External Affairs, 6 Sep 43). In point of fact only the one such request had been received and it was not until the end of October 1943 that it was known which nominees had been accepted (see paras 6 and 7).

42. Even after the project of the school had received Cabinet approval the part that Canada was to play in the Civil Affairs administration of the still occupied countries of North-West Europe and in the Military Government of Germany remained somewhat vague. The memorandum addressed to the Chief of the General Staff and to the Adjutant-General notifying them that establishment of a Canadian school had been approved in principle by the War Committee of the Cabinet as a joint Service undertaking stated that details of the undertaking were to be agreed between the Department of National Defence and the Department of External Affairs, (H.Q.S. 9072-1, vol 19, F.D. 49: Memo, Private Secretary, M.N.D. to C.G.S. and A.G., 8 Oct 43), and presumably the number of 24 candidates for each course was one of the details

so agreed (Ibid: Decisions made by C.G.S., 22 Oct 43) since no mention of the ultimate Canadian commitment appears on any file at Army Headquarters until, following discussions between Maj-Gen Murchie and Mr. Norman Robertson of the Department of External Affairs (op cit: Tel GSO 289, Defensor to Canmilitary, 28 Dec 43) a request by the War Office for a total of 316 officers and 419 other ranks as the Canadian commitment was recommended for the approval of the Minister (op cit: A 1006, Murchie from Stuart, 15 Feb 44).

43. This commitment was approved by the Minister of National Defence on 19 Feb 44 and was made up as follows:

Officers.

Civil Affairs Officers	243
Army and Corps staffs	43
Central Mediterranean Area (then employed)	30

The commitment was to be filled from the 220 officers who would have received training at the Civil Affairs Staff Centre, Wimbledon by early July 1944 with the addition of 96 who would receive similar training at the Canadian school. (H.Q.S. 9072-1, vol 8, F.D. 70: (Oprs) Memo C.G.S. to The Minister, 17 Feb 44)

44. By the end of February 1945 this commitment had been completely filled and in some respects exceeded. The employment of Canadian officers in Civil Affairs at that time was as follows:

SHAEF Staff and various Missions....	18
British and U.S. Formation Staffs...	6
Canadian formation Staffs.....	27
Various Civil Affairs groups.....	252
Allied Commission Italy.....	<u>37</u>
Total.....	<u>340</u>

This total includes 17 R.C.A.F. officers (op cit, vol 20, F.D. 163, Fourth C.A. Monthly Letter, 21 Feb 45) and was increased by the addition of the Civil Affairs staff at Headquarters 1 Cdn Corps, which was formed when that formation moved up from Italy, and by the increases to the staffs at Headquarters, First Canadian Army and 2 Cdn Corps which were made when those formations assumed responsibility for Military Government.\*

\* The exact number of officers employed on the Civil Affairs/Military Government staffs of Canadian formations is not immediately available but total will be given in C.M.H.Q. Historical Section Report on Canadian Participation in Military Government, Part V: Germany, which is in course of preparation.

CANADIAN CONTRIBUTION TO THE ALLIED CONTROL  
COMMISSION FOR GERMANY

45. In July 1943, a meeting was called by the Under-Secretary of State of the Chiefs of Staff and representatives of External Affairs and the Privy Council to discuss the general suggestion raised by the United Kingdom Government that Canada might contribute to the policing of Europe. At this meeting it was recommended that a Working Committee on Post-Hostilities Planning should be set up to study the material being forwarded from London, where it was prepared by a Military-Foreign Office Committee which was studying these problems. (H.Q.S. 9072-1, vol 1, F.D. 1: Memo, D.M.O. & P. to C.G.S., 5 Nov 43)

46. By the beginning of November, this committee, set up on an "ad hoc" basis, and comprising officers from Planning Directorates and representatives of External Affairs had submitted two reports (Ibid) which contained recommendations that Canada should contribute to the post-war policing of Europe (see paras 9 and 10 above). At this time, it was thought that Canada would have the opportunity of becoming a member of the Control Commission that was to be established and it was recognised that her membership would carry with it the obligation to provide not only Military Government officers and occupation troops but, once the military phase was over and Supreme Headquarters had handed over its authority to the Allied Control Commission, a proportion of the personnel required for civil administration.

47. A year later, when it seemed certain that the composition of the Allied Control Commission would be limited to the United Kingdom, Russia, the United States of America and France, the extent of Canadian participation in the Policing of Europe and in the occupation of Germany remained a matter for discussion. (H.Q.S. 9198-1, vol 2: Minutes of 35th Meeting of Working Committee on P.H.P., 16 Nov 44). It had, however, been recommended that:

- (a) whatever the form of control machinery, a Canadian Mission should be set up in Berlin soon after the defeat of Germany.
- (b) a request, which had been made by the United Kingdom, for the services of 300-400 officers for demilitarization duties in the British Zone of occupation should be accepted.
- (c) No commitment should at present be accepted by the Canadian Government to provide personnel for Civil Divisions. No obstacle should be placed in the way of Canadians accepting such employment, but the Government should confine itself at present to furnishing information on the qualifications of Canadian candidates.

(H.Q.S. 9128, vol 2, F.D. 10:  
C.P.H.P.(44) Report No. 6 Final,  
26 Oct 44)



This general policy was approved by the War Committee of the Cabinet on 9 Nov 44, and it was necessary to devise a form of procedure to give effect to it.

48. The decision, in paragraph 47 (b), to provide Canadian officers as part of the British pool in the Control Commission staffs "for demilitarization duties in Germany" created a certain confusion because already some 300 officers were employed in Civil Affairs and Military Government (see para 44) and their employment for these duties in the Post-Hostilities period would be merely a continuation of their present employment. (H.Q.S. 8932-1, F.D. 96: Col Jenkins, D.M.O. & P., to Mr. H.H. Wrong, 18 Jan 45). Any decision to provide Canadian personnel for employment in the British Zone of Germany was dependent upon the extent to which Canadian troops would participate in the occupation and it was not until January 1945 that the Canadian Government agreed to provide "for a period yet to be determined one Army occupational group of approximately 25,000 all ranks for duty with the British Zone of Occupation in Germany". (Privy Council file: W 22-5-G, vol 1 1945-46, Unnumbered Tel, Secretary of State for External Affairs to Secretary of State for Dominion Affairs, 9 Jan 45)

49. Following this decision, which was to be reviewed prior to 31 Mar 46 (Ibid), the Government policy covering employment of Canadians in the Control Commission was restated as follows:

- (a) the Canadian occupation group in Germany would include the necessary staff for discharging normal occupation duties in the area occupied by Canadian troops.
- (b) the Canadian Government were willing to contribute as its responsibility a number of Canadian officers for demilitarization duties in the British Zone of Occupation equivalent to the proportion of Canadian troops to British in the zone of occupation.
- (c) as regards the recruitment of Canadian candidates for the British Element of the Control Commission for Germany, the policy of the Canadian Government was that it would sanction and assist in the recruitment of Canadian candidates on the understanding that the actual selection and payment of the personnel employed would remain the responsibility of the United Kingdom Government.

(H.Q.S. 9072-12, vol 1: Record of conversation at the Department of External Affairs with representatives of the U.K. High Commissioner's Office, 31 Jan 45)

50. The total number of officers was not to exceed one fifteenth of the total number of British Army officers employed on military or military government duties and was to include any Civil Affairs officers

continuing employment either with the Control Commission or with any remaining British Civil Affairs pool. (Op cit, vol 2: Tel GSO 74, Defensor to Canmilitary, 29 Mar 45). This commitment was linked to that of the Canadian Army Occupation Force and individual officers were to continue to be subject to Canadian demobilization regulations. (Ibid)

51. The procedure for release of individual officers and other ranks for service in the Headquarters of the Control Commission for Germany was covered in Overseas Routine Order 5807 which was promulgated on 17 May 45. This order gives details of the procedure covering transfer and states that the status of such officers would not be "as members of Canadian Armed Forces on loan" but that it had been decided that:

no obstacle will be placed in the way of suitable personnel of the Canadian Army, desiring to obtain their release from the Canadian Army for the purpose of accepting service in the British Army, or employment by the British (or Allied) Government in a civilian capacity, in any of the divisions of the Headquarters of the Control Commission for Germany.

(Overseas R.O. 5807)

52. In October 1944, all Civil Affairs officers serving in the European theatre were canvassed as to their willingness to remain on after their normal release group and a proportion of the Canadian element expressed the desire to continue to serve in Germany when S.H.A.E.F. gave way to the Control Commission. (H.Q.S. 9071-1, vol 19, F.D. 161: Mr. C.S. Ritchie to Mr. Hume Wrong, 10 Nov 44). Although a certain number are known to have transferred to the British Army for this purpose, exact figures are not available in the Directorate of Records at Army Headquarters. (H.Q. 54-27-17-8, F.D. 2, (ADR): Memo, Director of Records to D.H.S., 1 Oct 46).

53. In November 1944, the Government of the United Kingdom asked if units and personnel of the Canadian Armed Forces would be permitted to assist in the occupation of Austria, Greece, the Dodecanese and the Middle East. This request was refused because of the desire of the Canadian Government "to unite all Canadian forces in Western Europe". (Privy Council file, W-22-5-G, vol 2, 1943-44: Tel 221, Secretary of State for External Affairs to Secretary of State for Dominion Affairs, 14 Nov 44)

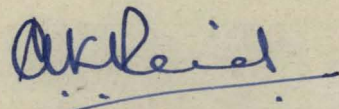
54. Despite the firm intention of the Canadian Government that no Canadian personnel would be permitted to serve with the Control Commission as members of the Canadian Army on loan to the British Army, nine officers had been so loaned by the time that the policy was promulgated. (Privy Council file, W-22-5-G, vol 2, 1945-46: Memo, C.G.S. to Secretary to the Cabinet, 2 Apr 45). Since it was considered that these officers possessed qualifications which made their services of particular value to the Control Commission, to which they had been

*Eved Rose  
the Communist  
advocated  
this policy -  
for ved propaganda  
reasons*

loaned during the planning period, and their withdrawal would be embarrassing to the Canadian Joint Staff Mission, who had been responsible for authorising the loan, their continued employment was authorised. (Op cit: Tel, CSC 1018, Chiefs of Staff Committee to Cdn Joint Staff Mission, 16 May 45). Of these nine Canadian officers, seven served in the various staffs of the British Element of the Control Commission at Berlin and two with the British Control Commission in Austria. (Ibid, and see H.Q.S. 9072-12, - vol 2)

55. A note on the Russian attitude to Civil Affairs is attached as Appendix "D".

56. This report was drafted by Major A.K. Reid.



(A.K. Reid) Major,  
for Colonel,  
Director Historical Section,  
Department of National Defence.

APPENDIX "A"

H.Q.S. 9072-1 (oprs)  
Vol 19, F.D. 16

CANADIAN SCHOOL OF CIVIL AFFAIRS

Terms of reference of Advisory Committee.

- (a) To organize a Canadian School of Civil Affairs modelled along the lines of Wimbledon.
- (b) To advise on matters concerning its operation and conduct.
- (c) To maintain familiarity with trends in Allied Military Government and to give direction and advice regarding the object and policy of the School in line with changing developments, status, scope and functions of A.M.G.
- (d) To consider overall requirements of personnel for the School as between the Service and civilians.
- (e) To give guidance to those responsible for selecting candidates as to their qualifications, or demands or emphasis on special types of A.M.G. requirements.
- (f) To consider the possibility of distinctive Canadian aspects of the school.
- (g) To consider and if advisable make recommendations in respect to some form of Canadian organization of graduates from the School and those graduating from the U.K. or U.S. Schools.
- (h) To consider and keep under advisement the present employment and potential usefulness of graduates in post hostilities matters.

General Staff  
(Oprs.176-N)

(For release at 11:00 a.m. on Thursday, December 2, 1943)

Ottawa, December 2, 1943.

PRESS RELEASE  
DEPARTMENT OF EXTERNAL AFFAIRS

Opening of Civil Administration Staff Course

It was announced to-day by the Departments of National Defence and External Affairs that a Canadian Civil Administration Staff Course will presently be established at the Royal Military College, Kingston.

The experience of the present war has shown that advancing Allied Forces face many problems which are of a non-operational character, but which they must be prepared to meet. As enemy territory is conquered and occupied countries freed, immediate attention must be given to assisting the progress of fighting troops by maintaining settled conditions and to meeting urgent needs of the civil population. Food, housing, protection of health, communications, currency and similar questions cannot be left - even for days - until Civil Government is restored. To meet these requirements the United Kingdom and the United States have both provided that a number of military officers should be especially trained to deal with these varied functions. The Canadian Government is now providing for similar training.

The object of the Course will be to train selected military officers to carry out various tasks of local administration, including aid, relief and restoration, in certain areas of Continental Europe, during and immediately after the period of hostilities in those areas, and until local civil authorities assume the responsibility.

The Officers attending this Course will be chosen from the Active Army, the Navy and the Air Force. They will be men of 35 to 50 years of age with ability and experience in administration at the executive level.

Plans for the Course will be flexible to permit adaptation to changing circumstances.

An Advisory Committee for the School consisting of representatives of the Departments of National Defence and the Department of External Affairs has been set up.

Instructional staff has been appointed.

The civil subjects taught in the Course are designed to give an understanding of political and economic conditions and of certain technical questions, which the Civil affairs officers will require in their work. The military subjects will be primarily designed to ensure the co-operation of civil administration officers with operational staff.

Instruction will be given by lectures and in study groups with the emphasis on the latter as at the Royal Military College and at many Canadian Universities.

APPENDIX "C"

HQS 9072-1 FD 70 (Oprs)  
Vol 8 FD 112  
S-E-C-R-E-T

OTTAWA, 17 Feb 44

The Minister

1. The object of this memorandum is to outline recent developments in connection with the Canadian Civil Affairs Staff Course and to propose a policy for the employment of its graduates.

2. On 6 Oct 43 the War Cttee of Cabinet approved in principle the establishment of a Cdn school for training personnel for civil affairs administration as a joint service undertaking under Army, with details to be agreed to between this Department and External Affairs.

Advisory Cttee

3. To facilitate the carrying out of the War Cttee's instructions, an Advisory Cttee has been meeting regularly, under the chairmanship of DMO & P, to

- (a) advise on matters concerning the operation and conduct of the Civil Affairs Staff Course;
- (b) give guidance in the selection of candidates; and
- (c) study civil affairs developments in Great Britain and US and to formulate recommendations on Cdn policy.

4. Members of this Cttee are DMO & P and DMT for Army, D Plans for Navy, D Plans and DTT for Air, Mr. Glazebrook from External Affairs - with representatives from DAG(O), D Pers and RMC attending as required.

Present Status of Course

5. The first course started at RMC Kingston on 6 Dec, and will terminate on 16 Feb. Present syllabus is based on an 8-weeks course, although it could be shortened to possibly 6 weeks if increased output became essential.

6. A directing staff of 2 - GSO I's and 6 - GSO II's has been appointed for this course to cover both military and civilian subjects. Experience indicates that in view of the wide range of subjects to be covered, this DS should be increased to a total of eleven to permit the more important functions being handled individually by specialist DS. This will also enable a larger number of candidates (up to 48) to be handled.

7. Two officers - Lt-Cols Neck and Campbell - were sent out from the British Civil Affairs Staff Centre at Wimbledon to assist with organization and instruction at the Kingston course. Colonel Neck returned in early January, but Campbell is remaining until March, when a replacement will have arrived from Wimbledon. It is hoped that this policy of having a DS officer from the Wimbledon centre on the Kingston DS will be continued, thereby ensuring close co-ordination of the British and Canadian courses.

8. At the first Cdn Civil Affairs course, there are 20 Army, 1 Navy and 3 Air Force officers. Candidates have been selected for the second course commencing 6 March on

basis of Army 20 and Air Force 4. In addition, 2 Army and 2 Air Force officers have attended the corresponding US War Department course at Charlottesville.

9. On 3 Feb the RCN advised that, in view of the Admiralty decision that officers eventually selected for the Naval Sub-Commission of Control do not require special training, no further RCN officers will be attending the Kingston CA Course.

10. Pending approval of the policy for employing graduates from this course and until there are opportunities for CA employment overseas, graduates from these courses are being returned to their respective units, depots, etc., for normal military employment until required for CA employment.

### British Policy

11. Following exchange of cables with CMHQ, the following information has been received as to British civil affairs policy:

(a) A Directorate (under a Major-General) of Civil Affairs has been established at the War Office for "planning for, and general supervision of, civil administration in liberated or occupied territories".

(b) Civil Affairs officers are employed

- (i) on staffs of formations;
- (ii) CA Dets and specialists.

The above are provided from pool for "Army Group".

(c) CA personnel are withdrawn from pool as required. During the advance, formation staffs tackle problems as they arise and detachments are set up when important towns or centres are reached. Make-up of detachment is flexible but might normally consist of 10 officers with legal, engineering, medical experience, etc., and mixed British and Americans.

(d) War Office estimate that overall requirement of British CA personnel, when enemy country reached, will be 2430 officers and 3410 other ranks, but the demand will be gradual, depending on progress of operations.

(e) For purely accounting reasons the British pool will be broken down into 10 "Cossac Units", and suggestion has been made by the War Office that Canada provide and maintain one such unit. The tentative establishment of one of these units is 243 officers and approx 341 other ranks. However, in view of method of employment visualized, such unit would be mainly a means of designating the Canadian quota, and does not mean that there would be in the field a Cossac unit wholly Canadian or that its members would necessarily be available for employment in the theatre of the Canadian Army.

### Canadian Army Overseas Policy

12. (a) CMHQ has received definite advice to provide Civil Affairs staffs at HQs 1st Cdn Army and 2nd Cdn Corps,



the proposed WEs for which will be submitted to NDHQ shortly. It is anticipated they will entail 34 officers and 62 other ranks for Army HQ, and 9 officers and 16 other ranks for Corps HQ. As a start in forming these CA staffs, Lt-Colonel W B Wedd has been appointed Brigadier, and Senior Civil Affairs Staff Officer at Cdn Army HQ.

(b) At the suggestion of CMHQ, a list of seven officers recently attending the first CCASC at RMC has been forwarded as suitable for appointment to vacancies on the above Army and Corps staffs.

13. (a) No provision has been made in the Canadian Army Overseas manpower ceiling for Civil Affairs personnel. CMHQ recommends that a special policy be formulated on the following basis:

Officers selected for Cdn formation staffs (Army and Corps) be chargeable to manpower ceiling, but officers and other ranks selected for a general pool (CA Det and specialists) should not be chargeable to the ceiling.

(b) The main reason for this recommendation is that any general personnel used for Civil Affairs will not be suitable for employment in any army in a strictly military capacity.

14. In estimating a target for the CCASC, the Chief of Staff, CMHQ, has given the following information in suggesting that Canada accept the commitment of providing a Cossac Unit and other requirements by early July:

<u>Requirement (officers)</u>	
1 Cossac Unit	243
Army and Corps staffs	43
Central Mediterranean Area (now employed)	<u>30</u>
Total requirement	316
 <u>Available</u>	
Trained at Wimbledon to date	135
Wimbledon vacancies obtainable	85
Suggested output RMC	<u>96</u>
	316

Cdn CA Policy

15. As a result of the foregoing and following careful studies made by the Advisory Cttee of all available information on civil affairs trends and developments, the following is submitted for approval as a policy covering the training and employment of Cdn civil affairs officers:

- (a) The Cdn Civil Affairs Course at RMC Kingston to be closely correlated with the Civil Affairs Staff Centre, Wimbledon, preferably by arranging for experienced member of the Wimbledon DS continuously filling vacancy on Kingston Staff.

This will not preclude liaison with US civil affairs training at Charlottesville and other similar schools. In addition the limited number of vacancies at Charlottesville made available from time to time by the US War Department will continue to be accepted by the Cdn Army.

Complete information and DS reports on graduates from Kingston to be sent to the Director of Civil Affairs at the War Office and to CMHQ for inclusion in their lists of selectees.

- (b) Size of Kingston course to be increased from 24 to 48 candidates, thereby permitting greater specialization and increased output.

A submission covering additional DS required to cover the present syllabus and which can also handle this increased number of candidates has been submitted separately. Attempt will be made to obtain vacancies for Kingston graduates on any post-graduate CA courses initiated by Director of CA in Great Britain.

- (c) Competent Liaison Officer to be appointed to CMHQ to maintain contact with Director Civil Affairs and Wimbledon on rapidly changing policy and syllabus.

- (d) Canadian Army graduates from civil affairs courses, such as Kingston, Charlottesville and Wimbledon (and not selected for staff appointments with HQ - Cdn formations) to form part of general British civil affairs "pool" for employment when and where required and not necessarily in the theatre of Cdn Army.

The advisability of moving Kingston graduates to a holding unit in Great Britain so as to be ready for field employment when the demand develops will be discussed with CMHQ (in consultation with British Director of Civil Affairs).

- (e) Staff officers on civil affairs duties with Cdn formations HQ to be charged to Canadian Army Overseas manpower ceiling (as proposed by CMHQ).

Scale of Civil Affairs Staff officers for Cdn formations overseas (such as Army and Corps) will be based on recommendations forwarded through CMHQ.

- (f) Cdn Civil Affairs officers in the "general pool" (as distinct from Cdn formation staffs) - together with Cdn other rank personnel required as their sub-staff - to be excluded from the Canadian Army Overseas manpower ceiling in a similar manner to the Special Service Bn.

The maximum manpower involved in this proposed exclusion is estimated at 243 officers, 341 other ranks. Normally the sub-staff is not specially trained in CA duties but selected by CA officers from suitable personnel in units and depots.

16. If the CCASC is increased to 48 for two more courses which can be conducted by early July, the output would be approximately 100 Army officers.
17. If it is decided, therefore, that Canada will contribute to the British Civil Affairs pool (para 15 (d)) I recommend that in advising the War Office of this policy they be informed the suggested basis of one "Cossac" Unit of 243 officers and 341 other ranks will be accepted by Canada as a basis for planning and estimating CA requirements.
18. These proposals regarding employment of CA trained officers are applicable at present to the Army only. As indicated in para 9, RCN has withdrawn from participation in future courses and RCAF do not wish their officers included in the British Pool at present.
19. The recommendations contained in paras 15 and 16 have been discussed with the Under Secretary of State for External Affairs who is in general agreement with the policy proposed.
20. The foregoing relates to accepting a commitment to supply a minimum number of 316 Canadian officers. However, the Chief of Staff, CMHQ, has also stated that the War Office will be able to handle considerable numbers in excess of this figure. As it is necessary to obtain further information as to the training of any additional officers, terms of employment, etc., future proposals regarding any additional officers will form the subject of a separate submission.

(sgnd)

J.C. Murchie

Major-General,  
for CGS.

## APPENDIX "D"

### THE RUSSIAN ATTITUDE TO CIVIL AFFAIRS

#### Coordination of Policy

1. In Washington the Combined Civil Affairs Committee was set up in September 1942 to coordinate the Civil Affairs policy on the highest international level. This committee included representatives of the War Department, the State Department, the British Embassy and British Staff Missions. It sat as a Sub-committee of the Chiefs of Staff who submitted matters concerning Civil Affairs to it.

2. In London, Civil Affairs was dealt with by the Allied Territories (European) Committee which included representatives of the War Office, United States Headquarters and C.O.S.S.A.C. (Chief of Staff to the Supreme Allied Commander) until early in 1944 when it was found to be unsatisfactory and unwieldy since the U.S. representatives had to refer so many questions to Washington. Therefore, in order to facilitate planning for Overlord, a joint British - U.S. Civil Affairs Committee was set up in London as a sub-committee of the Combined Civil Affairs Committee in Washington. (H.Q.S. 9128-1, vol 2: Minutes of 12th Meeting of Working Committee on Post-Hostilities Problems, 20 Jan 44)

3. Following the Moscow Conference in October 1943, the European Advisory Committee was set up in London with Russian, U.S. and British representatives (Ibid). This Committee was charged with the responsibility of ensuring that the sixth article of the Joint Declaration was carried out. This article 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.

4. Until the establishment of the European Advisory Committee Russia had viewed with annoyance the establishment of Allied Military Government in Italy by Great Britain and the U.S.A. as is evidenced by the following extracts of a letter written by Mr. L.D. Wilgress, Canadian Ambassador in Moscow to the Secretary of State for External Affairs in September 1943:

It has been evident that the Soviet Government has been very much annoyed at the establishment of AMGOT without prior consultation with them. Ever since the Quebec Conference Stalin has been insisting that the Soviet Government should participate in all questions relating to the territories freed from German occupation. ...

... An article in the seventh issue of "War and the Working Class", published at the beginning of September, ... concluded by stating that "while formally proclaiming the liquidation of the

fascist regime, AMGOT does not take the necessary measures for the actual destruction of the fascist system ... There is being built up an administration on bases which have nothing whatsoever in common with the principles of democracy. All this cannot help having a marked effect on the further progress of the fight against the common enemy".

The letter goes on to say that an article published in the eighth number was even more critical of AMGOT and the principles on which it had been organised; that this article gave details of the organisation and training of administrative personnel at the University of Virginia and quotes from it as follows:

The preparation of those attending the school has been arranged so thoroughly that there can be no doubt that this organization is intended for a much longer period and that its most important task is to ensure for Anglo Saxon banking, industrial and commercial circles the leading role in settling the economic problems of the Continent of Europe.

(H.Q.S. 9072, vol 1, folio 18:  
Letter No. 152, Mr. L.D.  
Wilgress to the Secretary of  
State for External Affairs, 30  
Sep 43)