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R E P O R T NO. 11

DIRECTORATE OF HISTORY

CANADIAN FORCES HEADQUARTERS

SECRET

22 August 1966

The Office of the Deputy Minister in
the Departments Responsible for
Canadian Defence

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Appendix "A"

References

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REPORT NO. 11

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The Office of the Deputy Minister in the Departments
Responsible for Canadian Defence

Personnel

1. Canada's first Deputy Minister of Militia and Defence was Major George Futvoye, who was appointed on 29 May 1868.¹ Although the appointment was a civil one, Major Futvoye continued to use his militia rank, and this practice was carried on by his successors: Lt.-Col. (later Colonel) C. Eugène Panet, 1875-1898; Major (later Colonel) Louis Félix Pinault, 1898-1906; and Colonel (later Major-General Sir) Eugène Fiset, 1906-1922.² Major-General Fiset's successor, Mr. G.J. Desbarats, who became Acting Deputy Minister of Militia and Defence on 1 November 1922, was the first incumbent of that office who was wholly without Service experience. He was confirmed in the appointment of Deputy Minister of National Defence on 1 April 1924 upon the expiration of Major-General Fiset's sick leave. When Mr. Desbarats retired in 1932, the practice of having a Deputy

* Mr. Desbarats became Deputy Minister of the Naval Service when that Department was created in 1910 and continued in that office, and later as Deputy Minister and Comptroller of the Naval Service, until the Department of National Defence was formed on 1 January 1923. For biographical details see Tucker, C.H. The Naval Service of Canada, I, 151.

Minister of military background was revived with the appointment of Lt.-Col. (later Major-General) L.R. LaFlèche.³

2. During the Second World War several Deputy Ministers appointed to the Service Departments did not have a Service background. ^{*} When Major-General LaFlèche was granted sick leave early in September 1939, two Associate Acting Deputy Ministers were appointed in his place and both were Lt.-Cols. in the Militia. However, when an Associate Acting Deputy Minister responsible for Air Force matters was appointed in April 1940, he was without Service experience; from November 1941 the Deputy Minister responsible for naval affairs had no Service background. After Lt.-Col. DesRosiers retired in August 1945 as one of the two Deputy Ministers responsible for the Army, all three Services had civilian Deputy Ministers. When the Department was again unified in 1947, the first Deputy Minister was the same Mr. W.G. Mills who had been responsible for Naval matters after November 1941, but the next two had both held high rank in the Services (Mr. C.M. Drury as Brigadier and Mr. F. R. Miller as Air Vice-Marshal). In 1960, Mr. E.B. Armstrong succeeded Mr. Miller and still holds the post of Deputy Minister of National Defence.

* See Appendix "A" for details of Deputy Ministers' appointments.

The Early Deputy Ministers 1867-1904

3. From the beginning the Deputy Minister of Militia and Defence was a powerful figure in the Department by virtue of his control not only of expenditures but also of munitions, stores and fortifications. What might be termed the executive military branch of the Department was presided over by an Adjutant General until 1875⁴ and thereafter by a General Officer Commanding the Canadian Militia, who was charged with "the military command and discipline of the Militia".⁵ The spheres of influence of Deputy Minister and G.O.C. overlapped. In May 1897 the G.O.C., Major-General W.J. Gascoigne, appealed to the Prime Minister about a dispute involving the rifle range at Lévis in which he had been ignored by the Deputy Minister's branch.⁶ When Major-General E.T.H. Hutton became G.O.C. in 1898, he referred in his annual report to "difficulty and friction between the Military and Civil Branches of the Militia Department" and to the "Civil Branch [having] usurped many of the functions of the Military Command. . . ."⁷ Hutton suggested the removal of all strictly military functions from the Deputy Minister's hands, leaving him with only a "Civil (Financial) Branch" which would consist of three parts: Accounting, Contracts and Lands, and Manufacturing, this last being the Government Cartridge Factory.⁸ The G.O.C. was particularly insistent on the need to create an Ordnance Stores Corps to look after "The custody, maintenance and issue of all warlike stores and military equipment" which were now "in the

hands of a civil department."⁹ In his second, and last, annual report in 1899 Hutton reiterated his views, placing emphasis on the need to remove the control of ordnance stores, military engineering and military pay from the Civil Branch.¹⁰

4. Though he was himself removed as G.O.C. by the Canadian Government, Hutton's efforts to increase the powers of the military at the expense of the civil branch eventually met with considerable success. A Minute of Council of 29 October 1903 promulgated as G.O. 159, affirmed that the G.O.C. was the principal adviser to the Minister and gave him "control" over the branches of the Adjutant General, the Director General of Military Intelligence and the Military Secretary and "general supervision" over the other military branches, which now included those of the Quartermaster General, the Director General of Engineer Services, the Director General of Ordnance and the Director General of Medical Services. As for the Deputy Minister's sphere, "The Civil Branch, since the transfer therefrom of the Engineer and Store Branches, comprises the Accountant's Branch, where all matters of pay concerning the Department are handled, the Contract Branch and the Chief Clerk's Branch."¹¹

The Militia Act of 1904 and the Deputy Minister

5. Within a year further changes were being contemplated which would bring about an even greater diminution in the power and influence of the Deputy Minister. The story of why and how a Militia Council was established is outside the scope of this paper,

but the effects of its creation on the office of the Deputy Minister were considerable, at least in theory. Pursuant to Paragraph 7 of the Militia Act of 1904 (ED. VII, cap. 23) which authorized the organization of a Militia Council, an Order in Council of 17 November 1904 created the new body. It consisted of:

President - the Minister
1st Military Member - Chief of the General Staff
2nd Military Member - Adjutant General
3rd Military Member - Quartermaster General
4th Military Member - Master General of the Ordnance
Civil Member - the Deputy Minister
Financial Member - the Accountant
Secretary - the Chief Clerk¹²

6. The duties of all members except the Minister and the Secretary were set forth in detail. Although the Chief of the General Staff was normally the senior in rank, each of the military members was equally responsible to the Minister for his own branch. The Deputy Minister was charged with:

- (1) The interior economy of the Militia Department.
- (2) The administration of non-effective votes.*
- (3) Parliamentary business and reports to Council.
- (4) Formal communication with other Departments of State.
- (5) The preparation of papers for submission to the Militia Council, of official reports of its proceedings, and record of the decisions taken.
- (6) The administration of contracts, in consultation with the branches specially concerned.
- (7) Arrangement for the construction of new barracks and other buildings.
- (8) The custody of militia lands not in military occupation, and purchase of land for military purposes.
- (9) Such other business as the Minister may allot to him.

* Non-effective votes are fixed charges which do not affect the estimates. For example, the Department might pay a certain fixed sum to a city in lieu of taxes on departmental properties in that city; this sum would be voted year by year but would not affect the main estimates.

In the absence of the Minister of Militia he will act for him in all matters of ordinary business.

The Q.M.G. was charged with the duty of "advising and assisting" the Deputy Minister "in making arrangements for contracts" for services that were the responsibility of the Q.M.G.; and the M.G.O. was responsible for "Advising and assisting the Deputy Minister, Militia and Defence, in making contracts for guns, ammunition and works constructed under his control".¹⁴ The preparation of the estimates of the military branches was made the joint responsibility of the Military Members and the Finance Member, who was directly responsible to the Minister and not in any way subordinate - at least in theory - to the Deputy Minister.

7. The inaugural meeting of the Militia Council was held on 28 November 1904, and at once the Deputy Minister brought up the question of the Accountant, who was the Finance Member on the Council and yet was placed under the Deputy Minister by the Civil Service Act. The Minister ruled that "one member of the Council could not be subordinate to another", so the problem was held over "for further inquiry and consideration."¹⁵ The question of the Deputy Minister's responsibilities for the Dominion Arsenal was also discussed, and "The question of the ultimate division of the Deputy Minister's duties as amended, by the addition of "control" of the Arsenal¹⁷ was reserved for further consideration."¹⁶ At the thirteenth meeting, 7 Feb 1905, the Deputy Minister again brought up the question of the Accountant's status. "The Chief of the General Staff said that he considered it very desirable that each Member of Council should be directly responsible to the Minister in Council

for the duties with which he is charged and not to any Member of the Council." The consensus in Council was that the status of the Accountant should be elevated rather than reduced, and an informal sub-committee of Deputy Minister C.G.S. and Accountant was set up to consider the practicability of adopting for the Accountant's Branch "some such arrangement as exists in the War Office".¹⁷ The upshot of this was that the "appointment of accountant was merged into that of accountant and paymaster-general, on the organization of a pay department for the militia and the assumption of extended responsibilities for audit."¹⁸ In March 1907 there was a formal "re-allotment of duties" in the branches of the Deputy Minister and of the Accountant and Paymaster General which increased the responsibilities of the latter.¹⁹

8. Although the Annual Report of 1905 stressed that "Co-operation has been the keynote of the work of the whole office [i.e., the Militia Council] which has correspondingly profited thereby", there was the occasional contretemps. The Minutes of the Council meeting of 18 July 1905 record a discussion arising from a statement of the Master General of the Ordnance that "the Deputy Minister or the contract division of his branch" had dealt with Dominion Arsenal affairs that were wholly the responsibility of the M.G.O. The Deputy Minister disclaimed knowledge of any "intention or desire on the part of anybody to encroach on the duties of the Master-General of the Ordnance", whereupon the Minister commented that:

...he understood that papers coming into the Department were sent from the central registry to the officers who should deal with them, and that if a paper is sent to an officer by mistake, that officer should pass it to the proper one. He would like all the branches and divisions of the department to try to work together and to keep each other informed as much as possible of all that is going on concerning them. He said that perhaps the discussion which had just taken place would be the means of improving matters in this regard.²⁰

9. At the first Militia Council meeting of 1906 there occurred an innovation. From the first meeting in November 1904, all through 1905, the Minutes record those present in the form: President, Military Members, Civil Members, and Secretary. Then on 9 Jan 1906 the form changes to: President, Vice-President [the Deputy Minister], Military Members, Finance Member, and Secretary. Previously, in the absence of the Minister the Deputy Minister had presided, and in the absence of both of them, the C.G.S.,²¹ but the Minutes of 9 January 1906 mark the first formal announcement of a practice that was to continue during the life of the Militia Council.

10. There were various changes in the makeup of the Council and the duties of its members between 1907 and 1922, when the Militia Council was abolished, but no documents have been found indicating formal changes in the duties or status of the Deputy Minister. However, in 1920, for the first time since 1903, the Deputy Minister, instead of the Secretary of the Militia Council, formally submitted the Annual Report of the Department of Militia and Defence to the Minister. This practice was followed also in 1921 and 1922 and continued after

the formation of the Department of National Defence in 1923, except that the Deputy Minister then submitted two reports, one for the Militia Service (later the Militia and Air Services) and one for the Naval Service. *

The New Department of National Defence

11. In March 1922 the Minister introduced a bill to combine the defence services in a Department of National Defence. The terms of the bill that related to the office of Deputy Minister read:

3...there shall be a Deputy Minister of National Defence who shall be appointed by the Governor in Council....

4. ...the Governor in Council on the recommendation of the Minister may appoint an officer who shall, in relation to the Naval Service, exercise all the powers and duties vested in the Deputy Minister of the Naval Service by or under The Naval Service Act, and who shall have the rank and salary of a deputy head of a department, and shall be a member of the Defence Council.

5. ...the Governor in Council on the recommendation of the Minister may appoint an officer to be known as Comptroller, who under the Deputy Minister of National Defence shall be charged with all financial matters pertaining to the Department....

8. ...provision [shall] be made to vest the powers, duties and functions vested in the ministers and deputy ministers under the various Acts relating to the Naval Service, the Militia, Militia Pensions, the Royal Military College, the Royal Canadian Mounted Police, and the Dominion Police, [the two last were deleted before the bill was passed] in the Minister of National Defence and the Deputy Minister of National Defence respectively:- provided that the powers as vested in the Deputy Minister of the Naval Service under the Naval Service Act shall be exercised by the officer appointed for that purpose aforesaid.²²

* Starting in the fiscal year 1933-1934, which was the first full year of the incumbency of Lt.-Col. L.R. LaFleche as Deputy Minister, the Report was again amalgamated.

12. According to Prof. Layrs, "Paragraph 4 of the bill, together with the proviso in Paragraph 8 of the bill, represented the price that had to be paid for the Navy's acquiescence in the legislation", but these terms became a dead letter when Major-General Fiset resigned because of ill health on 1 November 1922,^{*} and Mr. G.J. Desbarats, Deputy Minister of the Naval Service, became Acting Deputy Minister of Militia and Defence and, on 1 January 1923, upon the coming into effect of the National Defence Act, Acting Deputy Minister of National Defence.

13. The position of Deputy Minister in the new Department of National Defence appears to have remained much the same as it had been in the Department of Militia and Defence, except for the added responsibilities occasioned by the inclusion of the Naval Service. In the new Defence Council, as in the old Militia Council (which it replaced, with the addition of a naval representative) the position of Vice President was held by the Deputy Minister.^{**} It is clear that the Deputy Minister was a powerful figure in the Department, but the question of his status and position vis-à-vis the senior Service officers is complicated during the period 1923-1927 by the inter-Service struggle then being waged between the newly-created departmental Chief of Staff and the Director of the Naval Service, whom the Deputy Minister tended to support.²³

* Maj.-Gen. Fiset remained on full pay until 31 March 1924, consequently Mr. Desbarat's appointment was not confirmed until 1 April 1924. (P.C. 367 dated 7 March 1924.)

** After an initial "shakedown" period, membership in the Council was as follows: Minister (President); Deputy Minister (Vice President); the Chief of Staff and the Director of the Naval Service (Members); Adjutant General, Quartermaster General and Director of the Royal Canadian Air Force (Associate Members). (HQ 650-77-1, vol 1.)

14. The views of the Chief of Staff (Major-General J.H. MacBrien) on the position of the Deputy Minister were clearly and somewhat truculently set forth in an exchange of memoranda about the Departmental Library:

3. I have been appointed Chief of Staff of the Department of National Defence...If you are to take over military duties there would appear to be no need for a Chief of Staff. As stated before, I object to the Deputy Minister of this Department taking over any of the duties which properly belong to military officers.

4. The Militia Council was formed years ago to replace the Commander-in-Chief and now the Defence Council has taken its place. The chief function of the Council is to give the Minister military advice. The chief function of the Deputy Minister is to give financial advice and he should confine himself to this and leave the purely military questions to those who are specially educated and experienced in dealing with them.²⁴

These views he reiterated in another memorandum of 17 March 1925.²⁵

15. The resignation of General MacBrien was quickly followed by the abolition (4 May 1927) of the controversial post of Chief of Staff, Department of National Defence, and a reversion to the Militia and Defence Department practice of appointing a Chief of the General Staff.²⁶ Less than a year later (7 March 1928) the Director of the Naval Service was made Chief of the Naval Staff.²⁷

16. In October 1932, shortly after the appointment of Lt.-Col. LaFlèche as Deputy Minister, the C.G.S. (Major-General A.G.L. McNaughton) proposed a reorganization of the Department which, among other things, would have reduced the powers of the Deputy Minister and deprived him of his position of Vice President of the Defence

Council. In an explanatory memorandum, General McNaughton commented on the personnel of his proposed Council:

(a) There is no Vice-President. This appointment was previously held by the Deputy Minister with the result that he was considered, erroneously no doubt, to have some undefined position of control in matters of policy over the heads of the Fighting Services.

It is essential that in matters of policy as distinguished from routine civil administration, that the heads of the Fighting Services should not be required to present their advice through and to take their instructions from a civil servant who has not had the benefit of the special training and professional experience in these matters which a senior officer of the Fighting Services who is selected for appointment as Chief of Staff may be presumed to possess. The revival of the post of departmental Chief of Staff was one of the main recommendations in General McNaughton's scheme.

Experience with Ministers and Governments since the war has emphasized that in policy matters they invariably and rightly insist on direct advice from their professional advisers, and that whenever an acute situation has arisen the Deputy Minister has only functioned in his proper role as an administrative officer.

To give the Deputy Minister a position of dominance over the Services is to set up an organization analagous to the Secretary-at-War which developed in England with disastrous consequences in the period preceding the Crimean War, and which was done away with in 1856. . . .

It has been amply borne out by experience that to be effective the civil control of the armed forces which is essential must be exercised directly by a member of the Cabinet and not through a civil servant.

The duties of the Deputy Minister, defined by Statute and Regulations, correspond almost exactly to those assigned in England to the Under-Secretary of State for War, and this latter officer is the junior member of the Army Council.²⁸

17. Nothing came of General McNaughton's recommendations. When the membership of the Defence Council was revised in 1936,²⁹ the Deputy Minister remained Vice

* President, and he retained his membership in the three Sub-Committees (Naval, Militia and Air) of Defence Council which had been formed in 1930 on General McNaughton's recommendation.³⁰ Perhaps it was for the purpose of further raising the status of the Deputy Minister that in July 1938 Lt.-Col. LaFleche had himself transferred from the Reserve of Officers to the General List^{**} of the Canadian Militia and promoted from Lt.-Col. to Major-General.³¹ This was a most unusual procedure.

18. Though a soldier who was in an excellent position to know the facts has stated that "In the thirties, by reason of quite special circumstances, he [the Deputy Minister] was at one time practically crowded off the scene....",³² no evidence has been found of any diminution of the powers of the Deputy Minister in these years. Certainly it appears from the Minutes of a Defence Council meeting of 12 September 1938 that the Deputy Minister was the only channel of communication between the senior Service officers and the Minister. These Minutes record how the C.G.S. stated that:

* The membership consisted of: Minister (President); Deputy Minister (Vice President); Chief of the General Staff, Director of the Naval Service and Chief of the Naval Staff, and Senior Air Officer, R.C.A.F. (Members); and Adjutant General, Quartermaster General, Master General of the Ordnance, and Judge Advocate General (Associate Members).

** He retired less than a month later, on 24 August 1938, but was permitted to retain his rank. (HQ 6-L-169)

...in his opinion the present procedure [within the Department] was not working satisfactorily and was occasioning delays; that in an emergency it would be unworkable; that new procedure should be adopted at once rather than waiting for an emergency to arise.

He considered that each member of of Defence Council should have direct contact with the **Minister** on **Service** matters in order to obtain immediate decisions; that he recognized that it was necessary that the Deputy should be kept informed.³³

The Minutes further record that the Deputy Minister "concurred in the views of the Chief of the General Staff as to members of Council having direct access to the Minister, provided the Deputy Minister is kept fully informed."

19. Presumably this procedure was followed henceforth. Certainly it was in effect in September 1939, for the Minister, on adjourning the Defence Council meeting of 14 September, "said that he wished the Members of Council to feel free to come to him at any time either at his office or in the Chateau Laurier."³⁴ This right of direct access to the Minister extended also to Associate Members of Defence Council.³⁵

The Second World War

20. Upon the outbreak of war there were important changes in the office of the Deputy Minister. Major-General LaFlèche was in poor health, and the Minister requested the Chiefs of Staff to study the feasibility of appointing two Acting Associate Deputy Ministers to act in the Major-General's place. The Chiefs of Staff

favoured the appointment of three Acting Associate Deputy Ministers, one for each Service. Should it be possible to appoint only two, they recommended that one be given responsibility for Militia matters and the other for the Naval and Air Services. They also commented on the position of the senior Service officers and the Deputy Minister:

3. To the end that the business of the Department may function smoothly, it is recommended that Members and Associate Members of Defence Council should continue to have direct access to the Minister in so far as their respective duties may require and that Service Members be directly responsible to the Minister for the following matters: -

- (a) Service policy,
- (b) Service personnel,
- (c) Operations,

is being understood that the Associate Deputy Minister concerned shall be informed of the action taken in each instance.

4. To give effect to this suggested division of responsibility the first of the duties of the Deputy Minister as laid down in Appendix VI, R.R. & O. for the Canadian Militia, should be amended to read -

'General control of the civil administration of the Department of National Defence and the conduct of official business' and the last duty, namely -

'In the absence of the Minister, the Deputy Minister will act for him in all matters of ordinary business' deleted and the whole of these duties, as amended, made applicable to all three Services.

The first of the above amendments consists of the insertion of the word 'civil' before 'administration'.

5. In making the above suggestions we have no desire to slight the Deputy Minister in any way. They are submitted solely to the end that speedy and efficient action may be taken during the emergency.³⁶

However, no amendment was made in Appendix VI of R.R.

& O. for the Canadian Militia during the war.

21. Major-General LaFlèche was granted sick leave from 8 September 1939, and P.C. 2588 of 9 September appointed Lt.-Col. H.S. DesRosiers and Lt.-Col. I.S. Maclachlan as Associate Acting Deputy Ministers, with the stipulation that:

The duties of the Deputy Minister of National Defence and of the Deputy Minister's Branch shall be apportioned among and carried out by the two Associate Acting Deputy Ministers aforesaid and the Assistant Deputy Minister of National Defence as the Minister of National Defence may from time to time direct.

Col. DesRosiers assumed responsibility for the Militia and Col. Maclachlan for Navy and Air. On 11 April 1940 a third Associate Acting Deputy Minister was added, when Mr. J.S. Duncan assumed responsibility for Air from Col. Maclachlan.³⁷ The two Associate Acting Deputy Ministers immediately assumed the positions of Acting Vice Presidents of the Defence Council,³⁸ and when Mr. Duncan was appointed he became the third Acting Vice President.³⁹

22. The constitution of the Defence Council came under serious discussion again before the war was a year old, when Major-General H.D.G. Crerar, the new C.G.S., resubmitted to the Minister a paper which had been prepared in 1937 on "A Canadian Organization for the Direction of National Defence."⁴⁰ Although this paper recommended no substantial changes in the existing Defence Council, General Crerar stated in his covering letter:

I should add that I am personally opposed to the Deputy Minister being the Vice President of Defence Council in whatever form that Council may appear. My reason for this is entirely due to the view that only a Member of the Cabinet can take the place of the Minister in the deliberations of this body and consequently

if the Minister is unable to attend, either the meeting should be deferred or the Member of the Cabinet who is acting for the Minister of National Defence should occupy his place. On the other hand, I am all in favour of having the Deputy Minister a member of this Defence Council.⁴¹

23. On 27 August 1940 the C.G.S. submitted to the Minister his own recommendations for a reconstituted Defence Council which shortly thereafter were substantially adopted by P.C. 4737 of 13 September 1940.⁴² The new Council consisted of:

Chairman - The Minister of National Defence
Vice Chairmen - The Associate Minister of National Defence
The Minister of National Defence for Naval Services
The Minister of National Defence for Air
Members - The Chief of the Naval Staff
The Chief of the General Staff
The Chief of the Air Staff
The Associate Acting Deputy Minister (Naval Service)
The Associate Acting Deputy Minister (Militia Service)
The Associate Acting Deputy Minister (Air Service)
Secretary - To be appointed by Minister

Except for changes in the titles of the Associate Acting Deputy Ministers, the Council appears to have existed in this form throughout the war, and henceforth no Deputy Minister held the position of Vice President or Vice Chairmen of the Defence Council.

24. The appointment of two Associate Acting Deputy Ministers in September 1939 and a third in April 1940 foreshadowed the division of National Defence into what were for all practical purposes three separate Departments.^{*} During the war there were various changes

* On 23 May 1940 the Hon. C.G. Power was appointed Minister of National Defence for Air, and on 12 July 1940 the Hon. Angus L. Macdonald became Minister of National Defence for Naval Services and Mr. Power received the additional appointment of Associate Minister of National Defence.

in the several Deputy Minister appointments, both in incumbents and in titles, but basically the Deputy Minister organization after September 1942 consisted of two Deputy Ministers responsible for the Army, one for the Navy and one for the Air Force. As the administrative burdens increased, Assistant Deputy Ministers were appointed in all Service Departments.

25. As noted above, after 13 September 1940 the Associate Acting Deputy Ministers no longer served as Vice Presidents of the Defence Council, but there were also three Service Councils which supplemented the Defence Council.^{*} In one of these, the Air Council, the Deputy Minister responsible for that Service held the position of Vice President.⁴³ In the Army Council the Associate Acting Deputy Minister (later both the Deputy Minister responsible for the Army) was a member, and that situation was paralleled in the Navy. When the Naval Council was superseded by a Naval Board (22 January 1942) the Deputy Minister remained a member, but later his position was greatly strengthened by the creation of a Deputy Minister's Advisory Committee. This body, headed by the Deputy Minister, consisted of all members of the Naval Board except the Chief of the Naval Staff⁴⁴ and was charged with (a) screening all matters proposed for submission to the Naval Board, and (b) co-ordinating the efforts of the Department in carrying

^{*} The Air Council had been created by P.C. 2665 of 20 June 1940. The Naval Council, created by Ministerial order, first met in September 1940. The Army Council (first known as the Army Committee) was also created by Ministerial order subsequent to the passing of P.C. 4747 of 13 September 1940.

out the decisions" of the Board, the C.N.S., the Assistant C.N.S. and the Naval Staff.⁴⁵ It was stipulated that the creation of the Advisory Committee in no way affected the right of Naval Board members to direct access to the Minister, but it was pointed out that all matters having financial implications should first be submitted to the Deputy Minister. Soon after its creation the Advisory Committee began not only to screen but also to make recommendations on all proposed submissions to the Naval Board. During 1944 the Board began to meet less and less frequently. After October 1944 it was virtually dormant; it held no meetings from 30 October 1944 to 11 February 1945, and only four in all of 1945. Not until 22 February 1946 did a new, reorganized Naval Board meet again, by which time the Deputy Minister's Advisory Committee was no more.

Post-War Developments

26. The return to peacetime organization which began with the appointment of the Hon. Brooke Claxton as Minister of National Defence in December 1946 meant a change in the office of Deputy Minister. Under the new unification policy:

The administration of the Department ... is under the direction of the Deputy Minister as its permanent head responsible to the Minister. There are two associate deputy ministers; one deals particularly with finance and supply, the other has to do with personnel and pay questions. Under them matters are further sub-divided with three assistant deputy ministers respectively responsible for civil administration of properties, stores and equipment, and personnel.⁴⁶

Thus the basis of organization was not one of Service but of function, and the practice of associating one or more Deputy or Associate Deputy Ministers with a particular Service ceased.

27. In 1948⁴⁷ a firm of management consultants, J.D. Woods & Gordon Limited, was assigned to study the administrative organization of the Department of National Defence and in December 1948 it reported. The chief recommendations of the Woods-Gordon Report as they concerned the office of the Deputy Minister were:

The Deputy Minister's position in the Department should be strengthened and his opinion sought on all questions relating to manpower, supply and finance. He should be fully informed of all military plans in their formative stages, should be a member ex-officio of the Chiefs of Staff Committee and Vice Chairman of the Defence Council.⁴⁸

Specifically, it was recommended that the Deputy Minister's responsibilities include: (a) acting for the Minister in his absence in all ordinary business matters; (b) financial advice to the Minister and the Services at the policy-marking level; (c) financial planning and overall financial control of the Department; (d) formal liaison and communication with outside departments and agencies; (e) review of all Service documents relating to finance, supply and manpower and requiring ministerial consideration; (f) supervision of public relations; (g) supervision of the Inspection Board of Canada; (h) supervision of the special audits conducted at Service establishments; (i) general control of administration, excluding administration within the Services; and (j) control of civilian staff, excluding

those on the strength of the Services.⁴⁹ It was suggested that the Judge Advocate General, the Director of Public Relations and the Civil Defence Coordinator report directly to the Deputy Minister.⁵⁰ The Report was particularly critical of "the rigid and detailed control over all expenditures" exercised by the Deputy Minister and recommended that he "relinquish [~~to the Services~~] a considerable measure of his present control over detailed expenditures that [~~have~~] already been approved in the estimates".

28. The organization proposed was that of a single Deputy Minister assisted by three Associate or Assistant Deputy Ministers, one assigned to each Service and a fourth Associate or Assistant Deputy Minister (Administration) who would look after finance and statistics, office services, civilian personnel not on Service strength, and audit, and who would serve as a link between the Department and the Inspection Board of Canada, the Dependents' Allowance Board and Dependents' Board of Trustees, and the Canadian section of the Imperial War Graves Commission.⁵²

29. In June 1951 when the Deputy Minister's Branch was "reorganized and enlarged to accommodate the expansion of the three Services"⁵³ consequent on the Korean War and Canada's new NATO commitments, little attention seems to have ^{been} paid to the chief Woods-Gordon recommendations. The Branch continued to be organized on a functional rather than a Service basis, and the position of the Deputy Minister was not strengthened to the extent recommended. He was not made a member

ex officio of the Chiefs of Staff Committee (which consisted of the Chiefs of Staff, the Chairman of the Defence Research Board and, after February 1951, a permanent Chairman) though he now normally attended its meetings,⁵⁴ nor was he made Vice Chairman of the Defence Council when the composition of that body was changed in February 1951 and again in March 1953.⁵⁵ By the latter date, however, the Judge Advocate General's Branch, Inspection Services, and the Directorate of Public Relations had been made directly responsible to the Deputy Minister, as the Woods-Gordon Report had recommended.⁵⁶

30. After the reorganization of 1951 the Branch consisted of a Deputy Minister, with one Associate Deputy Minister (Special Duties) in Ottawa and another Associate Deputy Minister (Overseas) in London. There were three Assistant Deputy Ministers instead of two: an A.D.M. (Finance) responsible for maintaining a common financial policy for all three Services and for reviewing expenditures to ensure financial control and economy; an A.D.M. (Administration and Personnel) responsible for civilian personnel, central registry, office services, civil organization and the departmental library; and a new A.D.M. (Requirements) who looked after procurement of equipment, its scale of issue, the introduction of new designs, proposals for new construction, alteration of existing accommodation and related matters. A Real Estate Adviser was also appointed to advise the Deputy Minister on such matters;

by March 1953 his status had been raised to that of Assistant Deputy Minister (Real Estate).⁵⁷ Another new position was that of the Chief Secretary, who was responsible for the Committee Secretariat, which provided services for part of the inter-Service committee structure and for inter-departmental committees, and for Parliamentary Returns, which answered parliamentary enquiries and prepared the Annual Report and White Paper.

31. No revolutionary changes appear to have taken place in the Deputy Minister's Branch between 1953 and the appointment in September 1960 of the Royal Commission on Government Organization (the "Glassco Commission"). In its report,⁵⁸ the Commission examined the role of the Deputy Minister of National Defence in detail and recommended the extension of his traditional "civilian" functions to include:

- (a) "the acquisition, construction and operation of real property of the classes now within the control of the Department and the Armed Forces....";
- (b) all the audit functions exercised by the Armed Forces;
- (c) increased responsibility for Service logistics, especially in the fields of inventory control, storing and distribution of equipment and supplies, and standardization; and most important
- (d) increased responsibility for advising the Minister on Service matters.

These proposals were summed up in the overall recommendation that:

The Deputy Minister of National Defence be given greater responsibility for keeping under review the organization and administrative methods of the Canadian defence establishment, and assisting and advising the Minister in the discharge of his responsibility for the control and management of the Armed Forces.⁵⁹

32. This report was prepared by Mr. Thor Thorgrimsson.

APPENDIX "A"

DEPUTY MINISTERS AND ACTING DEPUTY MINISTERS in
SERVICE DEPARTMENTS

Department of Militia and Defence

Major George Futvoye	1868	to	1875
Lt.-Col. (later Colonel) C. Eugène Panet	1875	to	1898
Major (later Colonel) L.F. Pinault	1898	to	1906
Colonel (later Major-General Sir) Eugène Fiset	1906	to	1922*
Mr. G.J. Desbarats (Acting)	1922	to	1922

Department of the Naval Services

Mr. G.J. Desbarats	1910	to	1922
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Department of National Defence

Major-General Sir Eugène Fiset	1923	to	1924
Mr. G.J. Desbarats (Acting)	1923	to	1924
Mr. G.J. Desbarats	1924**	to	1932
Lt.-Col. (later Major-General) L.R. LaFleche	1932	to	1939***
Mr. W.G. Mills****	1947	to	1949
Brigadier C.H. Drury	1949	to	1955
Air Vice-Marshal F.R. Miller	1955	to	1960
Mr. E.B. Armstrong	1960	to date	<u>1967</u>

- * Maj.-Gen. Fiset left the Department on sick leave 1 November 1922 but retained the title of Deputy Minister of Militia and Defence until 31 December 1922 and thereafter that of Deputy Minister of National Defence until 31 March 1924 when his sick leave expired.
- ** Mr. Desbarats was confirmed as Deputy Minister of National Defence, effective 1 April 1924.
- *** Maj.-Gen. LaFleche left the Department on sick leave 8 September 1939 and although not performing the duties of Deputy Minister (indeed on 18 January 1940 he was appointed Military Attaché Paris) was considered to be holding that title until 16 October 1940. He was appointed Associate Deputy Minister of National War Services on 17 October 1940 and later became a Cabinet Minister.
- **** For wartime appointments see following page.

WARTIME APPOINTMENTS 1939-1945"

Deputy Ministers (or equivalent) Responsible for the Militia
(later Army)

Lt.-Col. H.S. DesRosiers (Associate
Acting Deputy Minister of National
Defence)† 8 Sep 39 to 31 Aug 42

Lt.-Col. H.S. DesRosiers (Deputy
Minister of National Defence
(Army)††† 1 Sep 42 to 31 Aug 45

Lt.-Col. G.S. Currie (Deputy
Minister of National Defence
(Army)) 1 Sep 42 to 30 Sep 44

Mr. A. Ross 1 Oct 44 to 13 Jan 47

Deputy Ministers (or equivalent) Responsible for the Naval
Service

Lt.-Col. K.S. Maclachlan (Associate
Acting Deputy Minister of National
Defence)†††† 8 Sep 39 to 11 Apr 40

Lt.-Col. K.S. Maclachlan (Associate
Acting Deputy Minister of National
Defence (Naval Service)) 12 Apr 40 to 3 Nov 41

Mr. W.G. Mills (Acting Deputy
Minister of National Defence for
Naval Services) 4 Nov 41 to 31 Mar 42

Mr. W.G. Mills (Deputy Minister
of National Defence for Naval
Services) 1 Apr 42 to 13 Jan 47

Deputy Ministers (or equivalent) Responsible for the Air
Force

Lt.-Col. K.S. Maclachlan (Associate
Acting Deputy Minister of National
Defence)††††† 8 Sep 30 to 10 Apr 40

Mr. J.S. Duncan (Associate Acting
Deputy Minister of National Defence
(Air Service)) 11 Apr 40 to 31 Jan 41

Mr. S.L. DeCarteret (Deputy Minister
of National Defence for Air) 1 Feb 41 to 21 Apr 44

Mr. H.F. Gordon (Deputy Minister of
National Defence for Air) 22 Apr 44 to 1 Aug 47

† Pursuant to P.C. 2588 of 9 September 1939, he was assigned responsibility for Militia (later Army) affairs by ministerial action and was usually referred to as Associate Acting Deputy Minister (Militia), later (Army).

†† Lt.-Cols. DesRosiers and Currie were both appointed Deputy Ministers of National Defence by P.C. 7896 of 3 September 1942 and the assignment of responsibility for Army matters was done by Ministerial action.

††† Pursuant to P.C. 2588 of 9 September 1939, the Minister made him responsible for Naval and Air matters, and he was usually referred to as Associate Acting Deputy Minister (Naval and Air) or (Naval and Air Services)

†††† See Note above.

REFERENCES

1. Militia List 1873
2. When Maj.-Gen. Fiset retired on 1 Nov 1922 he was granted one year sick leave at full salary (10,500.) (P.C. 89/1976 of 22 Sep 1922) but this was later extended (P.C. 86/505 of 20 Mar 1923) to 31 March 1924. (Fiset personal file, microfilm.)
3. For comments of one military man on LaFlèche's appointment see Pope, Lt.-Gen. M.A., Soldiers and Politicians, 77 (cited in Eayrs, J., In Defence of Canada, I, 259.)
4. The first G.O.C., Selby Smyth, arrived in 1874 but his appointment had to wait on the amending of the Militia Act and did not become effective until 22 Aug 1873. (Morton, Capt. D., The Canadian Militia 1867-1900, Report No. 102, D Hist., 51.)
5. Militia Act. 1886, art. 37.
6. See Morton, op. cit., 285.
7. Department of Militia and Defence, Report for the Year Ended 31st December 1898, 41. (henceforth referred to as Annual Report.)
8. Ibid., 55-56.
9. Ibid., 39.
10. Annual Report 1899, 31-32.
11. Annual Report 1903, 8-10.
12. Annual Report 1904, 91.
13. Ibid., 93.
14. Ibid., 92-93.
15. Minutes, Militia Council, 1 (7) (page 8.)
16. Loc. cit.
17. Ibid., 400-404 (Report No. 13)
18. Annual Report, 1905, 22.
19. General Order 31, 1907.
20. Minutes, Militia Council, 1905, paras 1308-1310.
21. See Minutes of the 34th and 39th meetings of the Council, 1905.
22. Printed in Eayrs, op. cit., 233-234.
23. Op. cit., 229-267.
24. MacBrien to Deputy Minister, 17 February 1925, printed ibid, 253.

25. Ibid., 253.
26. P.C. 827.
27. P.C. 372.
28. Printed in Eayrs, op. cit., 339.
29. By P.C. 1742 of 17 July 1936.
30. HQ 650-77-1, vol. 1, and D. Hist. 112.1 (D77).
31. Appointments, Promotions and Retirements List No. 13, 28 July 1938, (Canada Gazette)
32. Lt.-Gen. H.A. Pope, Soldiers and Politicians, 77, Cited in Eayrs, op. cit., 259n.
33. Minutes of Defence Council, 12 September 1938, App. "A" 3 (e), in D. Hist, 112.1 (D 77)
34. Ibid.
35. Purported extract from Minutes of 68th meeting of COSC on 7 Sep 39. NSS 1272-2, vol.5.
36. Ibid.
37. 110.065 (D3) held in D. Hist.
38. Minutes, Defence Council meeting, 14 September 1939, in D. Hist. 112.1 (D77).
39. Minutes, Defence Council meeting, 17 April 1940, ibid., (D78).
40. Copy in HQS 5199-K.
41. C.G.S. to Minister, 27 July 1940, ibid. Italics not in original.
42. Ibid. Copy of P.C. in HQ 650-77-1, vol. 1.
43. P.C. 2665 of 20 June 1940.
44. The Minister was not a de jure member of the Naval Board, though he normally presided over its meetings.
45. Naval Board Minutes, 146th meeting, 24 January 1943.
- ~~46.~~ Annual Report, March 1947, 7.
47. P.C. 48/4444 of 6 October 1948.
48. Report Upon the Administrative Organization of the Department of National Defence, December 1948, i, para 4.
49. Ibid., 21-22.

50. Ibid., 24.
51. Ibid., 11.
52. Ibid., 22-24.
53. Annual Report, 1952, 12-13.
54. Notes by Dr. Hitsman on CSC 5-15.
55. P.C. 886 of 21 February 1951; HQS 1225-D1, vol. 1.
56. Annual Report, 1953, 93.
57. Annual Report, 1953, 12.
58. The Royal Commission on Government Organization, vol. 4, 74-77.
59. Ibid., 77.

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(Signature)

DATE 8 Dec. 1969