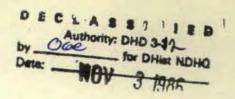
NOTE

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

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Directorate of History National Defence Headquarters Ottawa, Canada K1A OK2

July 1986



CANCELLED

REPORT NO. 52 HISTORICAL SECTION (G.S.) ARMY HEADQUARTERS

31 May 52

CANADIAN POLICY ON THE EMPLOYMENT OF CANADIAN MILITARY FORCES IN WARTIME, 1899-1945

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CANCELLED REPORT NO. 52 HISTORICAL SECTION (G.S.) DECLASSOTIED ARMY HELDQUARTERS Authority: DHO 342 _ for DHIST NOHO CANADE CANADIAN POLICY ON THE EMPLOYMENT OF MILITARY FORCES IN WARTIME, 1899-1945 NOV 3 1986 The object of this paper is to present a very brief sketch of Canadian policy with reference to the employment of Canadian troops in theatres of operations, from the time when Canadian forces as such were first employed in the field (in the South African War, 1899-1902) through the Second World War, 1939-45. Broadly speaking, Canadian policy as it has developed during this period has been based upon two principles: maintaining the greatest possible degree of concentration and unity among the Canadian forces in the field; and maintaining over those forces the largest extent of Canadian control compatible with efficiency in the field. The almost universal assumption has been that the field. The almost universal assumption has been that Canadians fight best when concentrated as a Canadian entity, and that the requirements of military efficiency and those of Canadian national feeling are thus not incompatible. The South African War The Canadian attitude that has become traditional may be said to have been foreshadowed by the traditional may be said to have been foreshadowed by the line followed in forming the First Canadian Contingent sent to South Africa in 1899. The proposal initially made by the British Government was that Canada (and other self-governing colonies) should provide units "of about 125 men", that is to say, in effect independent companies of infantry. Orders were issued for raising eight such companies, but there was immediate agitation in favour of a unified Canadian contingent. As a result, the Governor General telegraphed the Secretary of State for the Colonies on 18 Oct 1899 as follows: After full consideration my Ministers have decided to offer a regiment of infantry, 1,000 strong, under command of Lieutenant-Colonel Otter. My Ministers hope that Canadian contingent will be kept together as much as possible, but realize that this must be left to discretion of War Office and Commander-in-Chief. (Sessional Paper No. 35a, 1901: Supplementary Report, Organization, Equipment, Despatch and Services of the Canadian Contingents during the War in South Africa, 1899-1900, p. 4) The unit thus raised was the 2nd (Special Service) Battalion of the Royal Canadian Regiment. It served during the campaign as a unit of a British infantry brigade. Other Canadian units were subsequently raised

- 2 for service in South Africa, but there was no further question of the raising of independent companies. However, the whole number of Canadians sent to South Africa was only about 7,000 men. No Canadian brigade or other formation above battalion level was organized. The First World War, 1914-18 During the First World War, Canada for the first time placed in the field a really large military force, and new problems of control were accordingly encountered. The constitutional position of Canada was still basically that of a "self-governing colony" and there were no real precedents to follow. However, as the war proceeded, and the Canadian overseas force grew, Canadian authority over Canadian troops was increasingly established and vindicated in all respects except that of higher command in operations; and even in that respect the Canadian Commander acquired an increasing degree of autonomy. The Canadian Official History records, on the basis of the evidence of an officer who was present, a stormy interview in 1914 between Lord Kitchener and Sir Sam Hughes* on the question of the maintenance of the 1st Canadian Division as an entity: ... Kitchener ... in a very stern voice said: "Hughes, I see you have brought over a number of men from Canada; they are of course without training and this would apply to their officers; I have decided to divide them up among the British regiments; they will be of very little use to us as they are." Sir Sam replied: "Sir, do I understand you to say that you are going to break up these Canadian regiments that came over? Why, it will kill recruiting in Canada." Kitchener answered: "You have your orders, carry them out." Sir Sam replied: "I'll be dammed if I will," turned on his heel and marched out. (Duguid, Official History of the Canadian Forces in the Great War 1914-1919, I, pp. 126-7.) An exchange of cables between the British and Canadian governments followed. Kitchener's scheme was abandoned and the Canadian units and the Canadian Division were maintained as national entities. 7 Only gradually was the fact established that the British War Office had no responsibility for the administration of Canadian troops in England. In due time, however, the Overseas Military Forces of Canada, controlled by a Canadian Minister established in London, "was universally "It may be noted that the Minister of Militia and Defence was wearing the uniform of a Major General, and the Secretary of State for War the uniform of a Field Marshal!

- 3 conceded to be the portion of the Canadian Military Forces organized, equipped and sent overseas to co-operate with troops of other parts of the Empire in defeating the common enemy" (this definition was published in an appendix to OMFC Routine Order No. 1962 of 11 July 1917). "In four years of war it had developed from a possible to a real entity; at the beginning a vague conception, at the last a powerful united force, under the immediate control of the Dominion Government in all matters except military operations in the field; there, as ever, it was entrusted to the British Commander-in-Chief." (Ibid., Appendix The Canadian Government showed itself anxious to hold all the Canadian formations together in one theatre. In December 1915 the War Office inquired whether Canada would provide twelve infantry battalions for service in Egypt, in addition to completing the 3rd Canadian Division, or alternatively, to defer forming the 3rd Division until these battalions returned in the spring. The Canadian Government preferred to offer a 4th Division for service with the Canadian Corps already existing in France. (Ibid.)* A similar Canadian policy developed with respect to the employment of Canadian troops within the French theatre. "As to the tactical command of Canadian units and formations after they joined the British Expeditionary Forces on the Western Front or elsewhere, there was never any question; they were integral elements of the British Armies in the Field, but it soon became apparent that the Canadian Commander, although under the orders of the Commander-in-Chief, was not disburdened of responsibility to Canada" (Ibid.). In 1917 a Canadian officer was appointed Corps Commander, and from that time forward the Canadian Corps Commander, and from that time forward the Canadian Corps tended to develop an increasing autonomy. In particular, General Currie considered it important that the Canadian divisions should remain concentrated under his own command. Something of a crisis in this connection arose as a result of the German offensive of March 1918, when a series of orders reached General Currie which threatened to produce a complete disruption of the Canadian Corps. He describes the situation and his action as follows: Thus, under the pressure of circumstances, the four Canadian Divisions were to be removed from my command, placed in two different Armies (Third and First), and under command of three different Corps (VI., XVII. and XIII.). This disposition of the Canadian troops was not satisfactory, and on receipt of the orders above referred to I made strong representation to First Army, and offered suggestions which to my mind would reconcile my claims (from the standpoint of Canadian policy) with the tactical and administrative requirements of the moment. (Report of the Ministry; Overseas Military Forces of Canada, 1918, p. 112) *The question of regional employment -- the normal pre-ference of the Canadian government for employing its forces in areas where Canada can be represented as having direct interests -- is not treated in the present report.

- 9 -The 1st Canadian Armoured Brigade continued to operate under British formations during the remainder of its time in Italy. It may be noted that both in that theatre and in North-West Europe many detachments and sub-divisions were amicably made, as between Canadian and British formations, to meet the temporary needs of operations. In December 1944, when the possibility of Canadian troops being employed in Greece was being publicly discussed in Canada, and when it was confidentially reported that 1 Cdn Corps might be used in an operation against the Dalmatian coast, the instructions to the G.O.C. 1 Cdn Corps were amended to make it clear that it was "not desired that Cdn tps should be employed out of Italy or become involved in present Balkan difficulties without prior opportunity for full consideration and approval by Cdn Government." (C.M.H.Q. file 1/COS/9). Mr. King informed Mr. Churchill of this action. (HQS 8809, Vol. 2, 15 Dec 44). Both the sending of 1 Cdn Div and 1 Cdn Army Tk Bde to Sicily in the summer of 1943, and the building up of the Canadian force in the Mediterranean to a corps in the following autumn, were undertaken as the result of requests addressed to the British Government by the Government of Canada. This was a divergence from normal Canadian policy, since it involved splitting the Canadian field force between two theatres. It was the result of abnormal circumstances, and chiefly of the Government's view that it was desirable to get part of the long-idle Army into action at an early date. The Canadian Government shortly reverted to the more usual Canadian view of such questions and exerted itself to have its forces re-united under a single Canadian command. When in the spring of 1944 a directive was prepared for General Crerar as G.O.C.-in-C. First Cdn Army, it contained the following paragraph: 11. At the request of the Government of Canada certain formations of the First Canadian Army were despatched to the Mediterranean theatre with the objects at that time of increasing the effectiveness of the Canadian participation in the war and obtaining battle experience. Now that these objects have been gained the Government of Canada regards it as highly desirable that as soon as military considerations permit such formations now serving in the Mediterranean theatre as well as field formations and units elsewhere should be grouped under unified Canadian command. (C.G.S. to G.O.C.-in-C. First Cdn Army, 25 May 44, HQS 8809) Representations along these lines were continued until 1 Cdn Corps was withdrawn from the Mediterranean theatre early in 1945. The whole Canadian field force overseas was then concentrated in North-West Europe under the command of General Crerar.

SECRET

APPENDIX "A"

007/3-2

H.Q. Cdn Corps, Home Forces, 1 Feb 41.

Dear General,

COPY NO. 9

I appreciate the opportunity which you gave me yesterday to outline the situation which developed in the 'Victor' exercise resulting, among other unfortunate consequences, in elements of 1 Cdn Div being committed to action in widely separated areas under a number of different commanders and without any possibility of support being given, in time, by other formations or units of the Canadian Corps.

I appreciate also your ready acceptance of the need for taking appropriate steps to make certain that no such situation should arise in actual operations and your willingness to recognize the position of the Canadian Forces and my own continuing responsibilities to my Government for the safety and proper employment of the Canadian Troops which have been entrusted to my command.

From our conversation and from your own experience years ago with the Canadian Corps and more recently with your own Corps in France, I feel sure you recognize the military advantage of employing the present Canadian Corps as a whole. Our various elements are closely knit by intimate personal acquaintance and mutual friendships; they have been trained to work together; the staffs have been constantly interchanged so that a common doctrine and system permeates every service and department; the composition of the Corps Troops, though not as yet complete, has been adjusted to supplement and meet the needs of the Divisions -- in short the Canadian Corps is well developed as an organic entity and if not so used and units or subordinate formations were detached and employed elsewhere then a very heavy price would have been paid in military efficiency and effectiveness against the enemy.

I am naturally most anxious, on grounds both of military advantage and of constitutional propriety, that the Canadian Corps should be kept together; nevertheless you will recall my own recognition of the fact that in the special circumstances of the battle of Britain this might not always be best in the general interest and my agreement that for valid reasons our Divisions might be detached, as such, for so long as might really be necessary.

I recall your promise that before any 'instructions' to make a detachment are issued, that the alternatives will be carefully weighed, and I confirm that under this condition I will accept your judgment at the time; it being definitely understood that a Canadian Division is not to be subdiviced

except/

except with the consent of its commander and that it will be returned to the Canadian Corps at the first practicable moment; the fact that a Canadian Division is detached will not interfere in any way with the normal system of Canadian administration nor with my right and duty to intervene should the situation so require.

Very sincerely yours,

(A.G.L. McNaughton) Lieut.-General.

General Sir Alan F. Brooke, C.B., D.S.O., Commander-in-Chief, Home Forces.

Copy No. 1 - C.-in-C. Home Forces
2 - G.O.C. 1 Cdn Div.
3 - G.O.C. 2 Cdn Div
4 - Senior Officer, C.M.H.Q.
5 - High Commissioner for Canada
(for information)
6 - War Diary
7 - " "
8 - " "
9 - File
10,11,12 - Spares.

GENERAL HEADQUARTERS HOME FORCES.

5 February, 1941.

My dear McNaughton

Thank you for your letter of 1st February.
I agree with all you say, and have forwarded a copy of your letter to the Army Commanders of Southern and South Eastern Commands.

Yrs ever

A.F. Brooke

Lt.-Gen. A.G.L. McNaughton, C.B., C.M.G., D.Sco., Comd.

Canadian Corps.

TOP SECRET

17 Jun 44

Dear

I am writing this note to advise you of the views of the Canadian Government in respect to the detachment of Canadian Army Formations from unified Canadian command.

- 2. As you are aware the 3 Cdn Inf Div and 2 Cdn Armd Bde are under command Second Army at the present time. In this connection the Canadian Government considers "that only the urgent requirements of military operations should justify the continuance of detachment of such forces and the resultant loss of the obvious practical advantages resulting from unified Canadian control and administration".
- Government of Canada certain Formations of the First Canadian Army were despatched to the Mediterranean theatre with the objects of increasing, at that time, the effectiveness of the Canadian participation in the war and obtaining battle experience. Now that these objects have been gained the Government of Canada "regards it as highly desirable both from a national point of view and from the point of view of making, in the present circumstances, the most effective contribution and because of administrative advantages that, as soon as military considerations permit, such Formations now serving in the Mediterranean theatre, as well as field Formations elsewhere, should be grouped under unified Canadian command."
- 4. The above quotations are extracted from the instructions issued on behalf of the Government of Canada to G.O.C.-in-C First Canadian Army. I am forwarding these extracts to you for your information.

Sincerely yours,

(K. Stuart) Lt-gen Chief of Staff CANADIAN MILITARY HEADQUARTERS

Field Marshal Sir Alan F. Brooke, GCB.DSO. The War Office.

Copy: GOC-in-C First Cdn Army.