

1944-45 Aug.

UNNUMBERED DOCS.





MINISTER OF NATIONAL HEALTH AND WELFARE  
OTTAWA, CANADA

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D-19-R  
D-19-1  
ASCA  
W-50-3-3-1  
-6-  
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-14-  
C-11  
D-28

May 16<sup>th</sup>

SECRET

Memorandum on measures for which immediate consideration is sought

As the time available for discussion in Council is necessarily short, I note here suggestions on matters which I believe to be of extreme urgency, in the hope that this will facilitate consideration and if demand advisable appropriate action.

PART I. Armed Forces, Recruiting for the Pacific, Demobilization, etc.

D-19-R  
D-19-1  
ASCA

The unfortunate experience of the recent Halifax riots is a pre-view of what may be expected in various centres where service personnel are concentrated, if a vigorous and well-understood government policy concerning demobilization and recruiting for the Pacific phase of the war is not adopted and explained to service personnel immediately. Over the week-end, I heard of a senior officer who said that the less the troops knew, the better. That kind of attitude, bad at all times, is immensely worse today, when the government is faced with the exceedingly difficult task of laying down policies which will deal with the movement, demobilization and rehabilitation of nearly 750,000 men and women.

The views which are expressed here are partly based on the writer's own experience during a similar period in the last war, when riots were almost chronic. They were minor in character because -



if effective measures are not taken. Moreover if this were adopted the men would come back from the army without a sense of grievance, and many of them would have gained rather than lost through their enforced sojourn abroad after the termination of hostilities. The alternative is a feeling of savage bitterness which men are readily susceptible to if they are kept in large groups and not fully employed, or if the reasons for what necessarily happens to them are not sufficiently explained.

## PART II

### Housing

The subject of demobilization is closely related to that of housing. Putting it at the lowest, we are going to need 100,000 houses a year in Canada to provide shelter and employment.

Past experience would lead one to believe that 100,000 houses are not going to be built in any year under the present housing legislation. It seems doubtful if any dwelling can be built in large centres to rent at from \$18 to \$25, without assistance.

The conviction is gaining that we are going to come to subsidized housing, done by the federal government or by agencies receiving assistance from it.

If we are going to come to this, then I think we should announce the policy as soon as possible. Conferences might be held to enlist the active co-operation of local authorities, builders, lending agencies, etc. to make the utmost use of the legislation.



copy filed D-19-1  
Asia

Circ. Newton  
July 10/45.

C-20-5

TOP SECRET

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PRIVY COUNCIL OFFICE

R.C.A.F. Participation in the War  
Against Japan

<b>TOP SECRET</b>	
CABINET DOCUMENT	
No.	10
Copy No.	23

The R.C.A.F. participation in the Japanese war has been the subject of negotiations with the United Kingdom Air Staff and of a recent exchange of telegrams between Mr. Churchill and the Prime Minister. Difficulty has been experienced in concluding plans, largely because of uncertainty as to the extent of participation the rapid development of United States operations would make possible.

It was decided as early as the Quebec Conference of September, 1944, that Canadian participation would be in the north or central Pacific, and more recently that the total Air Force participation would be such that the combined manpower employed in the European Occupation and the Pacific would not exceed 23,000.

Plans for the participation in this theatre of United Kingdom, Canadian, Australian, and New Zealand forces include provision for two echelons of 10 squadrons each based on the Ryukyus, which are within strategic bombing distance of the Japanese home islands. For the first of these echelons, to be formed immediately, the government on June 14th agreed to furnish 2 bomber squadrons and also 3 V.L.R. transport squadrons in support. A condition laid down by the United States, who are in strategic command, was that these forces provide their full share of construction troops, and at least 15,000 would be expected of which Canada was asked to provide 2500.

On June 28th the Minister asked for a Cabinet decision as to Canadian participation in the second echelon. In response to a decision then taken he has reviewed the position in detail and drawn up the attached memorandum recommending that 6 additional squadrons be made available to the second echelon. It is pointed out by the Minister that an immediate decision is required so that the 6 bomber squadrons recently arrived from England may either continue in training or be demobilized. To raise and train the squadrons afresh would take not less than eighteen months.

As a consequence of the acceptance of the Minister's proposal, the 23,000 authorized Canadian personnel would be allocated, 15,000 to the Pacific and 8,000 to Europe. This would entail a gradual increase in the presently authorized Pacific Force strength of about 6,500, it would entail also the reduction of the European Force from 11 to 9 squadrons to be effected over a period of time.



The overall cost including necessary training, equipment and the maintenance of the forces in the Pacific for both first and second echelon squadrons would be \$144 millions initially and \$192 millions per annum recurring. Of these sums a substantial proportion would be incurred initially by, and repayable to the United Kingdom. The costs of maintaining the European Occupation Force upon which the Cabinet also requested information are estimated at \$5 millions on non recurring capital account and \$42 millions per annum recurring, both sums being largely expended in the U.K.

A decision of the Cabinet is desired on the recommendations of the Minister, contained in paragraph 36 of his memorandum.

A.D.P. Heeney,  
Secretary to the Cabinet.

Ottawa,  
July 10th, 1945.



THE CABINET

Re: R.C.A.F. Participation in the War Against Japan

I - INTRODUCTION

1. Prior to the Quebec Conference of September, 1944, it was decided, that, on the conclusion of the war in Europe, Canada's participation in the war against Japan should be effected in the operational theatres of more direct interest to Canada, namely, the north or central Pacific.

2. The matter was discussed in principle at Quebec. It was agreed at that time that the actual form and extent of the Canadian forces to be engaged could not be finally settled until the strategic situation which would exist after European hostilities had been terminated could be assessed with greater accuracy, and that when that time came the appropriate Canadian contribution to the defeat of Japan would be determined with the United Kingdom and United States authorities in the light of the situation then existing.

3. Subsequently on December 11th, Cabinet War Committee approved an air force participation of eleven squadrons for the European occupation and twenty-two squadrons for operations against Japan; a decision on a proposal for an aerodrome construction unit was deferred. On February 28th, 1945, Cabinet War Committee agreed upon a maximum participation, in terms of manpower, of 23,000 in the European occupation and in the Japanese war, the Air Staff to prepare plans on this basis for an appropriate Canadian contingent to the Pacific.

4. On April 19th, specific proposals by the United Kingdom government were received, putting forward a plan for the employment of R.C.A.F. squadrons in a British bomber force to operate from northern Luzon. Following consideration of these proposals, it was decided by the Government that they should not be entertained until full and satisfactory information had been provided by the strategic authorities, establishing the practical utility of the operations contemplated.

5. On June 14th, it was reported to the Cabinet by the Minister of National Defence for Air that a basis of planning had been agreed between the United States and the United Kingdom Chiefs of Staff, providing for a heavy bomber force of ten United Kingdom, Canadian, Australian, and New Zealand squadrons to operate under U.S. command from the Ryukyus. Toward this force, on the recommendation of the Air Staff, the government approved the provision of two R.C.A.F. bomber squadrons, and in addition three transport squadrons to support the force, together with construction personnel of some 2500.

6. On June 20th, it was reported by the Minister that the foregoing decision would entail a manpower requirement of approximately 8300 exclusive of construction personnel.

7. On June 28th, the Minister stated that a second echelon of ten squadrons, also substantially of United Kingdom and Canadian composition, to follow the first echelon, was being planned.

8. The formation of the second echelon was premised upon a plan under which, upon the seizure of air fields on the Japanese main islands, the U.S. Tactical Air Force would move forward, thus making available in the Ryukyus, bases, to which the second echelon of heavy bomber squadrons would be deployed.



9. On the basis of earlier decisions of the Cabinet War Committee authorizing a total of twenty-two squadrons for planning purposes, with an over riding maximum in terms of manpower of 23,000, the Air Staff had planned to provide six of the squadrons in this second echelon. In response to this proposal it was agreed by the Cabinet, on June 28th, that the Air Staff prepare a complete statement setting out in terms of squadrons, manpower and finance, the full programme for Phase II, which is hereby submitted.

## II - PROPOSED OPERATIONAL ROLE - PACIFIC THEATRE

10. Plans for the employment of Canadian Air Forces in the Pacific theatre stem from a proposal by the United States that Commonwealth participation consist initially of ten squadrons.

11. The immediate role proposed for the Royal Canadian Air Force is the bombing of the Japanese home islands from a base in the Ryukyus, which are within strategically sound bombing range of principal target areas.

12. The R.C.A.F. squadrons will form a part of the "Tiger Force" under R.A.F. command, comprising initially one Australian squadron, one New Zealand, two R.C.A.F. squadrons and four R.A.F. squadrons equipped with very long range Lancasters, together with two R.A.F. Pathfinder and Meteorological squadrons. This force in turn will be a component of the Twentieth Air Force, the operations of which are directed by the U.S. Joint Chiefs of Staff, Washington. Air Vice-Marshal C.R. Slemon has been selected to command the R.C.A.F. squadrons.

13. The plans of the United States and British Chiefs of Staff make provision for a total force of 20 bomber squadrons, consisting of the initial 10 squadrons of the first echelon followed by the remaining 10 squadrons to be sent into the theatre when conditions permit. Of this second echelon of 10 squadrons it was planned that Canada would supply 6 and the United Kingdom 4 squadrons.

14. It is ultimately intended to organize the "Tiger Force" into two groups one of which, comprising Canadian and R.A.F. squadrons, will be designated as a Canadian Group under Canadian Command. There is a tentative understanding that the appointment of Deputy Commander of the "Tiger Force" shall be offered to the Royal Canadian Air Force.

## III - DEPLOYMENT

15. Provisional arrangements are now being made for the deployment of the forces destined for the Pacific theatre. Squadrons to fulfill the present commitment of two VLR bombers have already been designated and these, together with six others tentatively selected against a possible government decision to increase the force, have been returned to Canada. In addition three squadrons, presently in England, have been selected for the V.L. transport role.

16. Personnel to man these squadrons are being chosen in accordance with the approved government policy as outlined in Cabinet Document No. 6 of 19th April, 1945.

17. Bomber squadrons will re-form at stations in Eastern Air Command, where refresher training of approximately six weeks duration will be carried out to prepare them for operational duties. For training purposes, it is proposed to equip these bomber squadrons with Lancaster aircraft of Canadian manufacture, which have been flown to Canada by the squadron personnel whilst travelling on repatriation.



18. On the completion of training in Canada, aircrews will move to the United Kingdom by sea for conversion training at an R.C.A.F. base and re-equip with Lincoln aircraft or alternatively, if the latter are not available, with Lancaster VII's. Approximately six weeks will be required for this process. Squadrons will then fly eastward to their operational bases in the Ryukyus. There they will be joined by ground personnel who will proceed from Canadian Pacific ports by sea.

19. It is tentatively planned to employ one of the three transport squadrons across the north Pacific route, from the west coast of Canada. The other two transport squadrons will operate along the main line of supply from the United Kingdom.

20. The "build up" of the Pacific force contemplates the arrival of the first echelon in December.

#### IV - TRAINING IN CANADA

21. The bomber training proposed will be carried out in Eastern Air Command at four R.C.A.F. stations, Yarmouth, Greenwood, Debert, and Dartmouth, these stations to be serviced by the presently existing repair depot at Scoudouc. Training will consist of refresher and operational courses. Following the initial course for the immediate crews required, training will be continued at Yarmouth, Greenwood, Debert, Boundary Bay, B.C. to meet reinforcement needs. As a lead-up to this training and to accustom inexperienced crews to operational aircraft, it is proposed to establish a school at the presently existing R.C.A.F. Station, Gimli, Manitoba, equipped with Mitchells.

22. Reinforcements for the transport squadrons will be trained at Comox, B.C., at an existing unit.

#### V - IMPLICATIONS OF ACCEPTING FOREGOING PROPOSALS - MANPOWER, FACILITIES, EQUIPMENT AND FINANCE

##### Manpower

23. Air and ground crews required to man and support the eleven squadrons proposed, it is estimated, will total 15,000. Within the overall limit of 23,000 set by the government, this would permit of a balance of 8,000 to be employed in the European occupation, i.e. sufficient for the support of nine squadrons which it is considered should be the ultimate size of the occupation force. On the basis of returns to date it is estimated that volunteers in sufficient numbers will be available.

24. The above mentioned figure of 15,000 contains provision for equipment maintenance, medical and other personnel for the provision of essential services.

25. Over and above the foregoing, it is to be anticipated that reinforcements and replacements will be required to maintain eleven squadrons in the field, actual requirements depending upon the duration of hostilities, the rate at which casualties occur and the policy which will later be determined in regard to the rotation of personnel. On the basis of calculated wastage and assuming operations not exceeding two years, the proposed tour of duty for ground crew, it is not expected that these requirements will present any serious difficulty.

26. Staff required for the training stations described in para. 19 will amount to approximately 12,000. All such staff personnel



will be available from those presently in the Air Force. The extent to which it will be necessary to maintain servicing units in Canada, including headquarters personnel, for the administration of arrangements for the support of these squadrons cannot be calculated with accuracy, but disestablishment of the wartime organization will be planned in such a way as to utilize to the full present establishments, having in mind the maximum economy of manpower and the objective of rapid demobilization.

#### Facilities

27. With the exception of certain aerodrome modifications required to accommodate four-engine aircraft at certain of the training stations no additional aerodrome facilities will be required.

#### Equipment

28. The initial aircraft establishment for eight bomber squadrons, whilst training in Canada, will be 160 Lancaster X's (20 per squadron). Canadian owned aircraft formerly employed by overseas squadrons, are now available in Canada, for this purpose. There will be available, an additional 150 aircraft, approximately, from reserve stocks in the U.K. and Canada and from production by Victory Aircraft, which it is estimated would, in total, be sufficient to meet entire requirements for the training programme.

29. The estimated requirements for the training establishment at Gimli are 90 Mitchell aircraft. These will be drawn from existing establishments in Canada or alternatively, will be procured from either the United Kingdom or the United States; the latter estimate of 90 aircraft is a maximum.

30. For the equipment of Bomber squadrons in operations it is proposed to use a total of 160 Lancaster VII or Lincoln aircraft (20 per squadron). These together with any replacements required during operations will be drawn in their entirety from United Kingdom supplies. For the equipment of the transport squadrons it is proposed to use, in the first instance, Liberators (30 per squadron) followed by C.54's. The Liberators and replacements required will also be drawn from United Kingdom sources; the C.54's will be manufactured in Canada.

31. Supplementing existing facilities, it is anticipated that certain ground equipment, such as aircraft handling machinery, synthetic training devices, etc., presently in use by Canadian Squadrons in the United Kingdom, will be required for training units in Canada. These items have been selected and shipped to Canada.

	<u>Finance</u>		<u>Repayable to</u>	
	CANADA		UNITED KINGDOM	
	<u>Non Re-</u>	<u>Annual</u>	<u>Non Re-</u>	<u>Annual</u>
	<u>curring</u>	<u>ring</u>	<u>curring</u>	<u>ring</u>
	\$ Million			
Training including equipment, facilities services and personnel costs	\$9.4	40.0	71.9	26.9
Operations	do.	10.3	62.2	114.9
Total	do.	\$9.4 50.3	134.1	141.8



S U M M A R Y.

Total non recurring                   \$ 143.5 millions

Total annual recurring               \$ 192.1 millions

33. A proportion of the foregoing estimates of gross costs represents items which in all probability will not give rise to cash disbursements, e.g., items of equipment which it is considered are procurable from the United Kingdom as an offset to their liability on account of R.A.F. training in Canada.

34. A proportion of the costs indicated as repayable to the United Kingdom represents the value of equipment procured by the United Kingdom under Lend-Lease Act which cannot, at the present time, be calculated with any degree of accuracy.

Finance

European Occupation Costs

35. Assuming reduction of the European Occupation force from 11 to 9 squadrons, the total cost of maintaining the occupation force in the field would be \$42 millions per annum recurring, of which  $7\frac{1}{2}$  millions would be payable in Canada, the remainder in the United Kingdom; there would also be non recurring capital cost of \$5 millions in the U.K.

V- RECOMMENDATIONS

36. It is recommended that:

- (a) since demobilization of the 6 bomber squadrons recently arrived from England would make it impossible for them to re-form and deploy inside of eighteen months, authorization be given now for the planning, training, and despatch as operational requirements demand, of these six VLR Heavy Bomber squadrons to form part of the 2nd echelon.
- (b) as a consequence of the acceptance of the foregoing, an eventual reduction of European occupation squadrons from eleven to nine be authorized, to be accomplished as conditions permit; the allocation of the authorized overall total manpower of 23,000 to be as proposed herein; viz. Pacific 15,000, European occupation 8,000, the total overseas force not in any case to exceed the maximum laid down of 23,000.



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CONFIDENTIAL
CABINET DOCUMENT
No. 34
Copy No. 22

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Confidential

MEMORANDUM TO THE CABINET:

Rehabilitation and Re-establishment; report of Advisory Committee, dated August 8th.

The following is the report received on the first meeting of the Committee held August 8th, less Appendices B, C and D which were graphs.

A. PREFERENTIAL TREATMENT OF DISCHARGED PERSONNEL

1. The Committee instructed that the attached report (Appendix "A") on the provisions of preferential treatment be forwarded to the Clerk of the Privy Council.
2. There were no suggestions from representatives of the various Services that arrangements for preferential treatment were too generous or the reverse.
3. Placement opportunities for ex-service personnel seem adequate up to the present. Veterans seeking work have been, on the whole, placed quickly and usually to their own satisfaction. It was the opinion of the Committee that as long as the discharges can continue to be absorbed into employment, there would be no agitation for more generous preference. However, if it becomes difficult for ex-service men to obtain employment, requests for additional assistance can be expected.
4. The Committee was of the opinion that:
  - (a) the placement situation must be kept under close surveillance and that this report should be considered as a factual interim report rather than a final one.
  - (b) Adoption of more generous treatment of veterans in placement could not be made without objections by war workers.
  - (c) The request of the Canadian Legion that veterans entering industry for the first time be given seniority equal to their period of service in the Armed Forces should be studied by a sub-committee under the joint chairmanship of Messrs. Maclean and Brown of the Labour Department. This committee to consider the problem with the objective of preparing a plan which would provide some seniority for veterans who enter employment for the first time subsequent to discharge. (One suggestion to be discussed, made by the Chairman, is that for every year of civilian employment, credit be given for two years, and this arrangement continue until period of Armed Forces service has been fully credited and seniority standing adjusted accordingly.)



B. UTILIZATION OF MEN IN THE ARMED FORCES IN CANADA PENDING DISCHARGE

5. Three methods are in present use:

(a) Detail to essential employment

The numbers involved in the plan of detailing service men to essential employment are listed hereunder by occupation:

	<u>No. Required</u>	<u>No. Employed</u>
Brickyards	140	75
Iron Foundry	299	77
Grain Handling at Head of Lakes	100	74
Railway Track Maintenance	1051	237
D.V.A. Nursing Orderlies	186	77
Gypsum Products	99	--
	<hr/>	<hr/>
TOTALS	1875	540

Note: There has not been sufficient time to fulfil most of these orders.

(b) Agricultural and Industrial Leave

Armed Forces on agricultural and industrial leave as of 11th June, 1945:

Agriculture

Compassionate	7,972
Hog & Dairy	138
Spring & Harvest	52

Industrial

Industries	881
Compassionate	1,637
Logging & Forestry	244
Coal Mining	1,582
Others	305

TOTAL on agricultural and industrial leave -- 12,811

(c) Release on leave of absence to key industry and recommendation of Industrial Selection and Release Board

Men recommended for release by the Industrial Selection and Release Board who do not have sufficient points are in some cases given leave of absence without pay and allowances to return to key industries. Numbers of service men released under this procedure are included in above totals on Industrial Leave.



C. ARMED FORCES DISCHARGES AND RELEASE OF WAR WORKERS

6. A report was given by the Labour Department showing the comparison between service discharges and release of war workers projected for November and December and possibilities for employment in the winter months. This report showed that expected service discharges and release of war workers will hit their peaks during a period when employment usually begins to drop and the "absorption" period for these men will come at a time when the labour demand is usually at its lowest.

7. The Chart attached as Appendix "B" shows:

(a) Discharges from Armed Forces (projected rate):

August	33,000	
September	38,000	
October	38,000	
November	43,000	
December	43,000	Peak

(b) Release of workers from war industries:

August	25,000	
September	20,000	
October	25,000	
November	30,000	
December	35,000	Peak

8. Net labour demand has tended to show a sharp decline, even in the war years. The chart in Appendix "C" indicates the seasonal variation during 1943 - 1945.

9. The index of employment (Appendix "D") records the seasonal changes over the years 1929 - 1937. The worst months for employment are shown as coming early in the new year -- the period when it is expected that the bulk of the discharged ex-servicemen and released war workers will be seeking employment.

10. The Deputy Minister of Labour pointed out that men can be absorbed very quickly if released in August, September and October, but that in his opinion a large percentage of men released in November and December would have to wait for jobs because of seasonal conditions. The history of employment in Canada since 1929 (including the peak war years) proves conclusively that opportunities for employment decline in the winter months.

"All members of the Committee agreed with the view that men should be discharged or given leave without pay during August, September, and October, on as large a scale as Armed Services requirements would permit; and that falling-off in the rate of discharges in the later months might be desirable inasmuch as possibilities for employment diminish during winter and early spring."



11. All members of the Committee agreed with the view that men should be discharged or given leave without pay during August, September and October on as large a scale as Armed Services requirements would permit and that falling-off in the rate of discharges in the later months would be desirable.

A.D.P. Heeney.

A.D.P. Heeney  
Secretary to the Cabinet

Privy Council Office,  
August 21st, 1945.



## REPORT ON PROVISIONS FOR PREFERENTIAL TREATMENT OF DISCHARGED SERVICE PERSONNEL IN PRIVATE BUSINESS AND IN GOVERNMENT EMPLOYMENT

### Reinstatement and Retention of Seniority

Ex-service personnel are entitled to reinstatement in former employment under conditions not less favourable than if they had remained in employment, provided they worked for at least three months prior to enlistment and provided they are physically and mentally capable of performing their former job. Reinstatement must be claimed within three months if discharged in Canada or within four months if discharged overseas, unless there is a delay by reason of treatment in which case reinstatement must be claimed within nine months if discharged in Canada or ten months if discharged overseas. The period of service in the Armed Forces must count as civil employment for determining seniority and eligibility for positions and other benefits.

### Preference in Referral in Employment Offices

Discharged persons with overseas service or those in receipt of pension are granted a preference in referral to jobs by the National Employment Service Offices.

### Armed Forces Registration Units

In the Local Offices of the Employment Service, Armed Forces Registration Units have been established to extend a special consideration to discharged members of the Forces. These Units are responsible for registration for employment; application of veterans' preference in referral to jobs; and generally ensuring that ex-service men receive proper placement.

### Civil Service Preference

Ex-service personnel who qualify for positions with the Civil Service will be granted a preference in appointment if they have been on active service overseas or on the high seas, and a further preference if in receipt of pension, provided they were residents of Canada at the time of their enlistment.

### Employment of Disabled

Re-establishment of disabled veterans is the responsibility of the Casualty Rehabilitation Section of the Department of Veterans Affairs. Duties of officials of this Section include making contact with employers to arrange job placement for the handicapped. Special Placements Sections of the National Employment Service co-operate closely with the Casualty Rehabilitation Section in handling these cases.

### Citizens Committees

Independent Citizens Committees have been organized by the Department of Veterans Affairs in nearly 500 communities across the country. These Committees have employment sub-committees whose task is to seek employment for veterans in the community.



### Employer Relations Division

National Employment Service maintains an Employer Relations Division, to act as liaison between employers and the Employment Service. These men have the special function of soliciting placement orders for veterans.

### Royal Commission on Veterans' Qualifications

This Commission is now studying the problem of granting civilian credit for skills and knowledge acquired by members of the Armed Forces during service. The Commission is enlisting the aid of Provincial Governments, trade unions and other interested groups, and has already made interim recommendations.

### Apprenticeship

In Ontario, British Columbia, Manitoba and Alberta, veterans training under the Provincial Government Apprenticeship Plan are being given adequate trade credit for previous experience. Trade unions in the construction industry have agreed to allow veterans to qualify as journeymen when they have acquired the necessary skill, regardless of time spent in apprenticeship.

### Seniority Rights

A committee on Priority and Seniority Rights of Veterans is studying this problem now from the point of view of what action the Government could take to provide veterans entering industry for the first time with some seniority insofar as lay-offs are concerned. This committee will submit a report to the Advisory Committee on Rehabilitation and Re-establishment.

### Priority on Materials

The Wartime Prices and Trade Board supply ex-service personnel with a suit priority certificate which enables them to obtain a suit of clothing ahead of ordinary civilians.

The Motor Vehicle Controller of the Department of Munitions and Supply will allow veterans a preference in obtaining new vehicles. Priority groups are established in districts on an essentiality basis and ex-servicemen are placed ahead of civilians within these groups.

War Assets Corporation have suggested to dealers that ex-service personnel be given preference to obtain used motor vehicles released to the dealers by War Assets Corporation.

An Inter-Departmental Committee sponsored by the Deputy Minister of Veterans Affairs has been appointed to study the problems of veterans establishing themselves in private enterprise.



August 25/45.

DEPARTMENT OF EXTERNAL AFFAIRS  
NOTE FOR THE CABINET*Confidential*

CONFIDENTIAL
CABINET DOCUMENT
No. 43
Copy No. 23

Re: War Crimes Regulations.

1. A Submission has been prepared, under the War Measures Act, authorizing the Governor General to make regulations governing the custody, trial and punishment of persons charged with war crimes. The Regulations are annexed to the Submission and they will be made effective by a Warrant issued by the Governor General. This procedure is similar to that which has been adopted in the United Kingdom, where the War Crimes Regulations have been issued under a Royal Warrant.
2. The Regulations have been considered and approved by the Canadian War Crimes Advisory Committee, as well as by the three Service Departments, the Department of Justice and the Department of External Affairs. They are substantially identical with the British Regulations and they establish a procedure which will be essentially similar to that followed by the United States authorities.
3. The war crimes situation has developed along the following lines -
  - (a) Major war criminals, e.g., Goering and Ribbentrop, are being dealt with by an international court established by the great powers who have undertaken complete responsibility for prosecution;
  - (b) War crimes arising out of conquest and occupation are being dealt with by the countries concerned, e.g., Norway will deal with atrocities committed during the Norwegian occupation;
  - (c) War crimes involving atrocities committed in the course of battle and crimes against prisoners of war and civilian internees are being dealt with by military courts established by military authorities, e.g., the United States authorities, U.K. authorities, Soviet authorities, and the French authorities are each establishing their own courts and providing procedure to deal with offences against members of their own armed forces. The purpose of the present Regulations is to ensure that there is a tribunal to deal with offences committed against Canadians. Otherwise, there would be no tribunal legally competent to deal with the cases in which Canadian soldiers had been murdered.



4. The matter is urgent because of the need to proceed immediately with a case against Kurt Meyer, a German General charged with the murder of 51 Canadian soldiers. The case against him is complete and well documented. He is in British custody, but he is also wanted by the Russians for war crimes committed at an earlier stage on the Eastern front.

5. The Canadian War Crimes Advisory Committee, with the approval of all of the departments concerned, has recommended that, in addition to the making of the Regulations, Cabinet should approve the following policies -

- (a) The activities of Canadian authorities will be concentrated upon war crimes involving death or grievous bodily harm to Canadian civilians or service personnel. The question of what action if any will be taken as to other types of war crimes can be reserved until a later date and it might well depend upon the action followed by other countries.
- (b) The procedure established of having the War Crimes Section of Canadian Military Headquarters, London, investigate and prepare cases and submit them to the United Nations War Crimes Commission is approved. It is proposed that, after the Commission lists cases for trial, they be prosecuted by Canadian service authorities. In this connection it is suggested that Lieutenant-Colonel B.J.S. Macdonald, Head of the War Crimes Section, Canadian Military Headquarters, ~~should~~ be charged with the responsibility for prosecution with the assistance of other experienced service personnel.
- (c) The listing of war crimes will be done by the War Crimes Section C.M.H.Q. without any reference back to Ottawa in particular cases. It is understood that the Section will send reports to Ottawa from time to time.
- (d) The Judge Advocate General's Office will be responsible for examining cases and authorizing prosecution.
- (e) The principle of using members of other Commonwealth or Allied Forces in Canadian Courts where desirable is approved. This course would normally be followed where members of Commonwealth or other Allied Forces were also victims of war crimes directed in the main against members of the Canadian Forces.

*J.R.*



*Circulate Sept 4 with Agenda.  
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MEMORANDUM ON PROGRAMME FOR REPATRIATION AND RELOCATION  
OF PERSONS OF JAPANESE RACE IN CANADA.

C-20-5  
SECRET  
CABINET DOCUMENT  
No. 47  
Copy No. 22

A.

Introduction.

In view of the sudden end of the war with Japan, it is necessary that immediate decisions on future policy re persons of Japanese race in Canada be made and given effect to by the Government.

While returns from the survey made of the Japanese in Canada who are recording declarations of intention to repatriate to Japan are not complete, a total of nine to ten thousand persons (including in the count their dependents under sixteen years of age) have so signified. While this group are mainly Japanese nationals with dependent Canadian-born children, there are included therein a considerable number of naturalized Japanese Canadians and Canadian-born persons over sixteen years of age. A limited number of these persons have since signified their desire to revoke or withdraw their declarations for repatriation. Probably many more may do likewise subsequently if they believe such revocation will be effective.

It is important that repatriation of persons to be returned to Japan should be proceeded with as soon as possible: firstly because the disposition of this group will, it is believed, enable the Government to undertake thereafter the early removal of restrictions on the remaining Japanese in this country who will be chiefly Canadians by birth or naturalization with substantial public support for so doing; secondly because the existing leases which the Department of Labour holds on the settlement properties in British Columbia, where ten or eleven thousand Japanese are presently housed, expire six months after the end of the war and it is therefore necessary to dispose of the great majority of the people in these settlements before that time if possible.

B.

Policy for Repatriation of Japanese  
Who Have Signed for Repatriation

The following measures are proposed for repatriation or deportation of persons of Japanese race to Japan who have signed declarations for repatriation:

(1) All declarations made by Japanese nationals and naturalized Canadian Japanese for repatriation to Japan to be treated as final and as including dependent children, up to at least sixteen years of age, of the declarant father - or mother if father deceased.

(2) Where Canadian-born Japanese have declared for repatriation but have filed within a specified time limit (possibly the date of the Japanese surrender in August 1945) applications for revocation of their declarations for repatriation,

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such applications may be reviewed by the Loyalty Commission. The Commission, in making its inquiry, may recommend that withdrawal of the declaration for repatriation be permitted or may recommend to the contrary and for the consequent repatriation of the applicant to Japan on the grounds of disloyalty to Canada during the war. If application for revocation not filed within the specified time limit, the declaration for repatriation to be regarded as final and irrevocable.

(3) Persons who have declared for repatriation shall be liable for deportation and an order for deportation may be made, if necessary, by the responsible Minister.

(4) Repatriation or deportation to Japan of persons who have applied for repatriation to be undertaken under the direction of the Minister of Labour with the assistance of the Commissioner of the Royal Canadian Mounted Police at the earliest possible date with the objective of completing such repatriation from Canada by December first.

(5) To this end the Minister of Labour to be given necessary authority by Order-in-Council under the War Measures Act to proceed with repatriation or deportation, if necessary, and the Department of External Affairs to undertake immediately the completion of arrangements with the Japanese Government to accept repatriates and deportees of Japanese race from Canada.

(6) To the same end the Departments of Government responsible for allocation of shipping - and including naval services - to be asked to arrange for high priority for necessary shipping space prior to repatriation and services of personnel of the Department of National Defence to be available if necessary for transport duty and, to the same end, the Immigration Department to be asked to give assistance.

(7) Financial Provision for Repatriates.

Repatriates and deportees to be given free transportation for themselves and their effects and permitted to transfer their funds to Japan by arrangements to be made by the Foreign Exchange Control Board and the Custodian of Enemy Property.

(8) The Custodian of Enemy Property to be authorized to hold funds and issue receipts therefor pending transfer and, at the request of the repatriate, to take over any real property of these repatriated persons in instances where such funds or property cannot be immediately transferred or realized on - as the case may be - upon or prior to repatriation, and to arrange for transfer of such funds to the repatriates as soon as possible.

(9) Persons repatriated or deported upon their own declaration - or as part of a general group - as distinguished from persons deported for cause, to be provided with a maintenance grant upon repatriation of Two Hundred Dollars each plus fifty

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Dollars for dependent children which will be charged against their own funds for transfer in this country insofar as these extend.

(10) Deportation of Japanese Nationals.

All Japanese nationals who are not otherwise subject to deportation by reason of having declared for repatriation to be subject to deportation and to be deported unless, upon the application of any national made within a prescribed time, the Loyalty Commission recommend that he be permitted to stay in Canada upon compassionate grounds.

(11) Japanese veterans of the last War and this War.

All restrictions relative to movement and property purchase to be removed in the case of veterans of the last war and this war and their dependents.

(12) Establishment of Loyalty Commission.

A Loyalty Commission to be established at once to review -

(a) Applications by Canadian-born persons of Japanese race who apply to revoke declarations previously made by them for repatriation to Japan and cases of alleged disloyalty as, for example, interned men and to have power of final decision to recommend for deportation to Japan.

(b) Cases of Canadian-born persons of Japanese race, other than internees, whose record indicated a disloyal attitude to Canada during the war. The Commission may recommend deportation and loss of citizenship.

(c) Cases of naturalized Canadians of Japanese race who have not applied to go to Japan but whose records indicate a disloyal attitude to Canada during the war. The Commission to have the power of final decision in recommending revocation of naturalization and deportation of such persons.

(d) Cases of all Japanese nationals who have not applied for repatriation and who apply to stay in Canada. The Commission to have power to recommend that any such person may stay in Canada on compassionate grounds.

In view of the fact that some four hundred and twenty Japanese, including Japanese nationals, naturalized Canadians and Canadian-born Japanese, are being retained in internment at the present time under P.C. 5637 of August 16, 1945, it is necessary that the Loyalty Commission should be established at an early date in order to initiate early consideration of these persons with a view either to deportation or release.

(13) Revocation of Canadian Citizenship Rights.

Provision to be made by Order-in-Council under the War Measures Act to divest Canadian citizens, either by birth or naturalization, of Japanese race of their

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British citizenship rights in Canada and their Canadian national status upon either repatriation or deportation in those instances in which this is not already provided for in Order-in-Council P.C. 10773 of November 26, 1942. This could be framed in form similar to P.C. 10773 as being applicable to repatriates or deportees to countries which have been at war with Canada rather than as limited only to persons of Japanese race.

Comments

(1) The policy proposals outlined above which may be considered as open to debate are:

- (a) Should a naturalized Canadian who wants to revoke his declaration for repatriation be denied right of review by the Loyalty Commission as is proposed?
- (b) Should a Canadian-born Japanese be deprived of Canadian citizenship and sent to Japan except upon his own request for repatriation, even if guilty of disloyal acts and interned during the war, as is proposed?
- (c) Should Japanese nationals as a group and subject to exceptions on compassionate grounds, be deported against their own election to stay in Canada as proposed rather than limiting deportation to those who have shown cause for deportation on grounds of disloyal attitude, lack of co-operation with Government authorities during the war, or as otherwise undesirable?

(2) The Loyalty Commission when established, if the proposals outlined above are approved, will have a large volume of cases to dispose of as follows:

- (a) Cases of interned Japanese and other cases of alleged disloyalty of naturalized or Canadian-born persons.
  - (b) All applications for revocation of declarations for repatriation by Canadian-born Japanese - not possible to estimate as to number.
  - (c) Applications to stay in Canada by Japanese nationals who have not applied for repatriation but who are liable for deportation. Assuming that they all applied, this would involve from 2400 - 3000 applications to dispose of.
- .....



Except in the case of the internees, the evidence available to the Commission inquiring into disloyalty of Canadian-born Japanese or naturalized persons will be largely limited to (1) a paper record built up from intercepted letters, unless acts of non co-operation with the police or the Department of Labour administrative officers re employment or controls orders are regarded as such, (2) declarations for repatriation to Japan even though subsequently revoked. This would apply also in the case of Japanese nationals if deportation is to be limited to cases where cause is shown.

Legal Machinery Necessary to Carry out the Foregoing.

1. An Order-in-Council under the War Measures Act providing (1) that all declarations made for repatriation are deemed final and irrevocable subject to right of review by Loyalty Commission in certain types of cases; (2) providing that persons declaring for repatriation are liable to deportation and giving necessary powers for deportation and prohibiting later entry to Canada except with the consent of the Immigration authorities.
2. An Order-in-Council under the War Measures Act to supplement P.C. 10773 of November 26, 1942, in providing for revocation of citizenship rights in Canada of naturalized Canadians or Canadian-born persons of Japanese race who are ordered deported; (3) providing for transfer of funds and payment of grant.
3. An Order-in-Council establishing Loyalty Commission, defining its duties and clothing it with authority to make final recommendations as to deportation of persons of Japanese race in specified classes and revocation of citizenship rights of such persons.
4. Order-in-Council No. 1 above will also include provision for deportation of all Japanese nationals who are not being repatriated at their own request unless recommendation to the contrary is made by the Loyalty Commission.

The Legal Position

Assuming that the foregoing policy proposals are approved, the Department of Justice should be asked to consider whether they may be legally implemented under the War Measures Act. The proposals requiring particular examination are those for the deportation and coincident revocation of British citizenship and Canadian national rights of Canadian-born persons of Japanese race.

C. Future Policy Covering Re-establishment of Persons of Japanese Race Remaining in Canada.

Assuming that repatriation of Japanese to Japan is carried through on the scale now contemplated, the great majority of persons of Japanese race remaining in Canada will be Canadian citizens by birth or naturalization. It seems obvious



that the existing wartime restrictions over movement and purchase of property as applicable to this group cannot be maintained for long in the face of public opinion and without the raising of considerable legal objections thereto nor without the necessity of fairly extensive legal enforcement proceedings. The removal of Selective Service controls, which have to date assisted greatly in the control over the movement of Japanese without the necessity of relying on the special Japanese regulations, will of course make it necessary to rely in the near future entirely on the special Japanese controls and will probably increase the difficulties of enforcement. Moreover, in the repeal of the Defence of Canada Regulations relating to protected areas, a Government decision will have to be made with respect to returning Japanese to the West Coast and the enforcement of any restrictive policy will have to be carried out under special orders issued relating to the Japanese. It is recommended that the Minister of Labour be given authority to prohibit or limit movement to any area.

As redistribution of Japanese on a permanent basis can only be carried through if the Japanese are permitted to purchase property and to go into business in the areas where they are presently located, it is important that the existing restrictions on property purchase and leases should be relaxed as soon as possible.

The foregoing considerations make necessary early action on the part of the Dominion Government to dispose of the existing restrictive agreements with the provinces relating to the settlement of Japanese therein and the agreement of the provinces to co-operate in the permanent relocation of Japanese remaining in this country.

The following proposals are therefore advanced for consideration -

- (1) Rather than attempt initially to deal with the provinces individually, the Government to make a statement at an early date outlining the repatriation programme and advising that, while the Government proposes to retain for a reasonable time adequate controls over the movement of Japanese persons in Canada to prevent an unreasonable number of Japanese from settling in any one community and to implement the declared Government policy of relocation across Canada, it looks forward to removing other restrictions and discriminatory legislation at an early date. To enable the Government to carry out the policy, the provinces are invited to co-operate with the Dominion Government by the revocation of any existing restrictive agreements entered into during the war period and by agreeing to accept reasonable numbers of Japanese without discrimination in matters of education or business activities. The Dominion Government will retain movement controls temporarily with a view to avoiding undue concentration of Japanese in any area.



(2) The Government statement to include, also, an undertaking on the part of the Dominion to reimburse the provinces for cash expenditures made for maintenance and welfare (including medical services and old age pensions) made by the province over the next ten-year period.

(3) It is not considered that the Dominion Government could agree to any proposals for redistribution on a provincial quota basis as this would be impractical in the matter of resettlement and could not be enforced.

(4) Following upon such statement, letter to go from the Prime Minister to each Provincial Premier inviting acceptance of and co-operation in implementing Government policy as so stated or the matter to be discussed at the November meeting of the Co-ordinating Committee of the Dominion-Provincial Conference.

(5) An attitude on the part of the British Columbia Government refusing acceptance of any evacuated persons of the Japanese race will probably result in a similar attitude being taken by Alberta and possibly some other interested provinces.



Circulated Sept. 4 with Agenda.

N-10-3

MEMORANDUM

CONFIDENTIAL	
CABINET DOCUMENT	
No.	51
Copy No.	22

The proposed statute concerning Nationality, Naturalization and Aliens will revise and clarify the definition of Canadian citizen. At present the only statutory definition of Canadian citizen is found in the Immigration Act. The Naturalization Act deals only with the status of British subjects.

It is proposed to repeal the Canadian Nationals Act and the provisions of the Immigration Act defining Canadian citizen, in order that there may be one statute dealing directly with the question of national status.

The Act must contemplate (a) the status of a Canadian citizen; (b) the status of a British subject; and (c) the status of an alien.

The plan is that Part I of the Act might define Canadian citizen and that the naturalization procedure would be designed to confer on the holder of a certificate of naturalization the status of a Canadian citizen. This status would also involve the status of a British subject.

It would seem that we shall also have to make special provision to maintain the status of a British subject. A British subject coming to Canada from another Dominion cannot acquire the status of Canadian citizen until he has taken up permanent residence and has resided in the country for a specified number of years. On the other hand, there are many statutes, both of the Dominion and of the Provinces, which involve rights and responsibilities on the part of British subjects whether or not they have become Canadian citizens. The Dominion Elections Act 1938, Chapter 46, for example, sets out the qualifications of electors in Section 14 as follows:

"(I) Save as hereinafter provided every person, man or woman, shall be qualified to vote and be entitled to be registered as an elector on the list of electors for the polling division in which he or she ordinarily resides at the time of the preparation and revision of the list of electors therefor if he or she

(a) is of the full age of twenty-one years or will attain the full age of twenty-one years on or before polling day at the pending election; and

(b) is a British subject by birth or naturalization; and

(c) has been ordinarily resident in Canada for the twelve months immediately preceding polling day at the pending election; and

(d) was ordinarily resident in the electoral district at the date of the issue of the writ for the pending election; and at a by-election has continued to be ordinarily resident therein until polling day."



The Provincial statutes relating to the franchise contain similar provisions. There are many other statutes, such as the Merchant Shipping Act, the Acts relating to the payment of Old Age Pensions, Mothers' Allowances, and the like, which require the status of British subject.

When the present Act relating to Nationality and Naturalization was agreed upon between the various Dominions at the Imperial Conferences, the draft Act which had been adopted by the United Kingdom, Canada, Australia, New Zealand, South Africa and Newfoundland, provided an elaborate definition of natural-born British subjects and provided also identical provisions relating to the loss of British nationality and for mutual recognition by the Governments of the United Kingdom and the Dominions adopting the legislation, of certificates of naturalization issued by the others. While our certificates under the proposed new Act would confer the status of Canadian citizen, which necessarily involves the status of a British subject, certificates issued by the United Kingdom and the other Dominions would, in Canada, be accepted as qualifying the holder for such rights as may be open to British subjects who have not yet resided in the country sufficiently long to acquire the status of a Canadian citizen.

It is contemplated also that in the new Act Canada might take the lead among the nations of the British Commonwealth in recognizing the separate and independent status of women. At the World Conference on Nationality held at The Hague in 1930, Canada and the United Kingdom were prepared to recommend legislation which would do away with the disability of married women, in other words, to give a married woman the same rights of election as to her nationality as are open to her husband. Objection was taken by certain of the principal Continental Powers who were not prepared to go so far and the question was deferred. Notwithstanding this, the United States, the U.S.S.R., France and one or two other Powers have gone the whole way. Canada had to amend its Act in 1931 to take care of the plight of Canadian women marrying Americans who, under our law as it previously stood, lost British nationality on marriage and who, under United States law, did not acquire the nationality of the husband. In view of the great part taken by women in the war and the fact, for example, that they have been accepted and have served in the Armed Forces, it seems that it might be in keeping with the times to confer on them the privilege of making an independent decision as to nationality.

By Order-in-Council under the War Measures Act, provision was made in 1942 for the filing of a Declaration of Intention by an alien desiring naturalization, which Declaration might be filed within one year of his taking up residence in Canada. It is proposed in the new statute to make this a permanent feature of the naturalization procedure. In effect, Canada will be adopting the procedure popularly known in the United States as "first papers".

It is also proposed in the new Act, while retaining the discretionary power of the Minister to grant or withhold a certificate notwithstanding that a favourable finding has been made by the Court, to provide some tribunal for investigation



before the Minister decides finally to reject the application and to afford the applicant an opportunity of making representations to that tribunal.

The Department of the Secretary of State has for years been urging the desirability of a greater degree of solemnity attaching to the ceremony of naturalization. In some parts of the country the Courts and the patriotic organizations such as the Canadian Clubs have co-operated in arranging such ceremonies at appropriate intervals. It is hoped in the new Act to place increasing emphasis on this matter and to suggest, if not to require, the procedure which should be followed.

It would appear essential, to avoid many legal complications, to provide that people presently in Canada who have been granted permanent landing, should not have their status affected by the new legislation. On the other hand, it is intended to provide that a person presently resident in Canada who has the status of a British subject but not necessarily that of a Canadian national, should be afforded the opportunity, if he desires, of taking out a certificate of Canadian citizenship.

Sept 4, 1945  
L. J. H. H.



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Secret	
CABINET DOCUMENT	
No.	55
Copy No.	29

C-20-5

THIS DOCUMENT IS THE PROPERTY OF THE GOVERNMENT OF CANADA

MEMORANDUM TO THE CABINET:

Defence of Canada Regulations; further modification.

The Cabinet, at its meeting of August 16th, approved a recommendation by the Minister of Justice revoking those sections of the Defence of Canada Regulations relating to censorship and certain other sections affecting the normal liberties of the citizen (Order in Council P.C. 5637) and directed the Interdepartmental Committee established by Order in Council P.C. 4136, dated June 7th, 1945, to consider a report upon the remaining provisions of the Defence of Canada Regulations with a view to the removal of the remaining restrictions as soon as possible.

A second submission has now been received from the Minister of Justice containing the Committee's recommendation for further revocations and amendments to the Regulations, and also for further amendments to Order in Council P.C. 946 of February 5th, 1943 (Japanese Control Order).

The effect of the proposed changes in the Defence of Canada Regulations is to restore the ordinary liberties of the subject as existing before the outbreak of hostilities but to leaving in force restrictions on the liberty of persons of Japanese race and upon economic enterprise by Japanese except with the permission of the Minister of Labour.

A. D. P. Heeney,  
Secretary to the Cabinet.

Privy Council Office,  
September 12th, 1945.