

7. The Foreign Forces Order, 1941, issued as Order in Council P.C. 2546 of 15 Apr 41, legalized the activities of the Military Missions of Belgium, the Czechoslovak Republic, The Netherlands, Norway and Poland. Subsequently the Free French Government, Yugoslavia and the United States were added to the list. Although the U.S.S.R. had become an unwilling belligerent and ally in June 1941 it was some time before a Military Mission was established in Canada and no attempt was made to have its nationals serve in the Soviet Armed Forces.

8. On 7 Apr 41 instructions had been issued that nationals of these countries would not be allowed to volunteer for service in the Canadian Army once they had received a notice instructing them to report for service in the Military Force of their native land (16). This was modified, however, by Canadian Army Routine Order 1341 of 1 Oct 41, which specified that Nationals of such countries mentioned above were not to be enlisted in the Canadian Army until their cases had been considered by the authorities of the respective Military Mission in Canada. This was further amended by Routine Order 1976 of 20 May 42 which specified that Nationals of the countries mentioned above were not to be enlisted in the Canadian Army without prior reference to N.D.H.Q., in order that the approval of the particular Military Mission might, or might not, be obtained. Conditions of service in Foreign Forces were set out in this order as follows:

- (a) Canadian nationals and British subjects are permitted to enlist in the armed forces of the countries mentioned only when such nationals are by reason of their racial origin or their defective knowledge of the English or French language likely to make more efficient soldiers in the common cause in the ranks of the forces of those countries than in the Canadian Army.
- (b) Canadian nationals, British subjects or foreign persons residing in Canada cannot be compelled to join the Armed Forces of the countries in question.
- (c) The Canadian Government accepts no responsibility for pay, allowances, transportation, quarters, hospitalization, medical treatment, while the men are so serving in the armed forces of the countries mentioned, or for such pensions or other similar indemnity to those who may join such forces.
- (d) Discharges to the effect of enlisting in the aforementioned foreign forces shall only be granted so long as such discharges will not adversely affect the Canadian military effort.

Routine Order 1976 was cancelled and replaced, on 20 Apr 43, by a similar Routine Order No. 3120. A further minor amendment of 2 Oct 43 (R.O. 3683) enabled Canadian Nationals and British subjects of dual nationality or former Nationals of a country maintaining a Military Mission in Canada to join the Armed Forces of that country if they so desired. Recruiting for the Czechoslovak and Yugoslav Armed Forces was cancelled by Routine Order 4812 of 23 Aug 44.

9. Apart from recruiting Nationals who were residents

of Canada these Military Missions enlisted a considerable number of men who were residents of the United States of America, islands of the West Indies and Latin America. The following table of total enlistments in Foreign Forces to the beginning of 1944 shows (17):

	<u>Residents of Canada</u>	<u>Total Recruited</u>
Belgium	160	416
Poland	203	1097
Norway	93	117
France	72	161
Czechoslovakia	155	197
Yugoslavia	12	13
The Netherlands	416	1175

Unfortunately, since these men did not belong to the Canadian Army, a complete record of the total enlistments in such Foreign Forces is not available. By early 1944, however, the majority of those who were to serve in 21st Army Group with the 1st Polish Armoured Division, 1st Belgian Infantry Brigade, Royal Netherlands Brigade (Princess Irene's) and the Czech Independent Armoured Brigade Group already had been despatched to the United Kingdom. Subsequent enlistments for these Foreign Forces were handled through Canadian Army District Depots and the individuals despatched overseas after training. Unlike the First World War, the United States did not permit the enlistment of foreign Nationals by their own Military Missions but insisted that they come under Selective Service regulations. (Although all males had to register, only those Aliens who declared their intention of becoming citizens of the United States were liable for military service under the original provisions of the Selective Training and Service Act of 16 Sep 40.) (18) This dissipated the hopes of Military Missions in Canada that large forces might be raised and trained there.

10. Once the United States became an active belligerent it was pointless for American citizens to enlist in the Canadian Forces. Early negotiations to arrange for the voluntary transfer of the 10,000 odd Americans believed to be wearing Canadian uniforms (roughly half in the R.C.A.F.) to the United States Army, Navy or Marine Corps were followed by a conference at Ottawa, 24-25 Feb 42 (19). Agreement was reached, and formalized, by an exchange of notes between the two governments on 18 and 20 Mar 42 (20). During the period 6 May - 2 Jun 42 a Joint Canadian and United States Board travelled across Canada by special train interviewing those Americans who had applied, before a closing date of 31 Mar, for transfer to the Armed Forces of their own nation. The American members interviewed 316 applicants, rejecting 46; a further 37 had withdrawn their applications and 49 had been unable to appear at that time (21). Those Americans serving with the Canadian Army Overseas were given until 6 May to apply for similar repatriation (22). That the number was not larger at this time may be attributed to the fact that many had become attached to their Canadian units; others found that the financial benefits offered by the U.S. Government for dependents were less than those already being received (23).

11. On 1 Aug 42 a consolidated instruction regarding the enlistment of Aliens into the Canadian Army was sent to all District Officers Commanding. Exceptions to previous regulations included the following:

- (a) Alien nationals of allied or neutral countries who took up residence in Canada after September 1st, 1939, in special cases may be enlisted after due investigation, recommendation by the D.O.C., and authorization by N.D.H.Q.

- (b) Citizens of the U.S.A. resident in the United States will not be enlisted except with the consent of the United States Army, Navy, or Selective Service Administrator.
- (c) Nationals of such of the United Nations as have Military Missions carrying on recruiting in Canada will not be accepted for enlistment without reference to N.D.H.Q. for consultation with the Foreign Missions concerned (24).

Citizens of the United States of America resident in Canada could, however, still be enlisted in the Canadian Forces. Former Nationals of Germany, Italy, Finland, Hungary, Rumania, Bulgaria and any other nation with which Canada later might be at War, naturalized in Canada subsequent to 1 Sep 29, would not be enlisted in the Canadian Army without an individual Certificate of Exemption from the R.C.M.P. and approval from N.D.P.Q. Persons sent to Canada by the British Government for maintenance or surveillance in Refugee Camps would not be enlisted. Persons of Japanese racial origin would not be enlisted without prior approval of N.D.H.Q.\* In conclusion it was pointed out that:

... Nationals of some countries, with which we are now at war, have been enlisted in the Canadian Army prior to the beginning of the state of war existing with those countries. Where it is undesirable that these Nationals, or any other Aliens or persons of Alien origin, should be retained in the Army, a report and recommendation by the District Officer Commanding concerning discharge in each individual case will be forwarded to National Defence Headquarters for decision (26).

12. The Canadian Government's naturalization policy underwent a change with the promulgation of Order in Council P.C. 5842 of 9 Jul 42. Henceforth Aliens then serving, or who might thereafter serve, with the Naval, Military or Air Forces of Canada could become naturalized by supplying the Secretary of State with documentary evidence that they were "fit and proper" persons to be naturalized in Canada as British subjects. Such Aliens were required to make a Declaration of Intention to become a British subject at least one year, and not more than seven years, prior to his applying for naturalization. The Order in Council pointed out, however, that:

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\*The Cabinet War Committee had agreed during the autumn of 1940 that Canadians of Asiatic racial origin should not be liable for compulsory military training but should be asked to make their contribution in some other way. There was nothing to prevent Canadians of Asiatic origin (except Japanese) from enlisting for general service. Until 22 Nov 41, however, the Government of British Columbia objected to voluntary enlistment of Japanese on the grounds that such might prejudice the question of enfranchisement after the War. Japan's subsequent entry into the War re-affirmed the view that men of Japanese racial origin should not be enlisted in the Canadian Army. Order in Council P.C. 1348 of 19 Feb 42 authorized the establishment of work camps for male enemy Aliens, including Japanese nationals, who had been removed from their homes in British Columbia. This took the place of the original proposal that the Department of National Defence should administer Labour battalions composed of Canadian nationals of Japanese racial origin (25).

Any Alien who applies for exemption from military training, service or duty, on the ground that he is a citizen or subject of another country shall be barred from applying for or receiving a certificate of naturalization under the Naturalization Act or under these regulations.

In this connection it might be well to note that a Declarant Alien was one who either had filed an application for Naturalization or had as yet merely made a Declaration of Intention to do so; a Non-Declarant Alien was one who had expressed no desire to become a Canadian citizen.

13. With the appearance of National War Services Regulations, 1940 (Recruits) (Consolidation 1942) on 16 Sep 42 all Declarant Aliens became liable legally for compulsory military training (27). Hitherto, questions of military security had made the Canadian Army reluctant to absorb any Aliens who might engage in subversive activities and there was the further need to adhere to British policy since the Canadian Army Overseas was stationed in the United Kingdom (28). Originally the British Army had accepted Aliens of neutral countries into any corps, whereas citizens of enemy states could be enlisted only into the Pioneer Corps for home service, even though they were political refugees. As time went on the restrictions against the latter were relaxed somewhat, after close screening, and doctors and technicians were enabled to serve in their proper roles (29).

14. The matter was brought to a head on 24 Nov 42, when the Minister of Labour wrote the Secretary of the Cabinet War Committee requesting that the existing authority to call up Aliens for military training should be exercised (30). He suggested that Labour units might be formed within the Canadian Army, or, if N.D.P.Q. balked at handling such a project, they could be formed directly under the administration of the Department of Labour.

15. On the same day a meeting of Army and National War Services representatives was held to discuss certain practical aspects of the call-up of Aliens for compulsory military training. It was estimated that there were in the neighborhood of 26,000 unmarried Aliens of call-up age residing in Canada. After subtracting the Germans, Finns, Hungarians, Italians, Roumanians and Asiatics, whom it was not desired to call up, and the citizens of the United States already subject to Selective Service in their own country, it was considered that there would be only approximately 14,000 available. Wastage from enlistment, declaration of Alienship and medical rejection would further reduce this number to 3000-4000. After postponements had been granted to men in essential civilian occupations there would be only about 2500 men available for military service (31).

16. Most of the Allied Governments governed by the Foreign Forces Order, 1941 had objected to such a step, when queried by the Canadian Government but the Cabinet War Committee decided to go ahead anyway (32). It was pointed out that Nationals of such Allied countries would have the right to opt for service in their own Forces, or volunteer for general service in the Canadian Army, and be encouraged to do so.

17. In the case of the United States of America a special agreement had been effected, on 30 Sep 42, by the two governments so that American citizens who had expressed no desire or intention of becoming Canadians could enlist in the United States Army; upon being called for medical examination in Canada they were given the option of returning home to enlist (33). Details of the procedure employed are outlined in National Selective Service Memoranda 42 and 43, dated 8 and 15 Apr respectively (34). Since the spring of 1942 Army Enlistment Centres in

American cities had carried on liaison with state and local Draft Boards so that Canadian citizens, resident in the United States and liable for Selective Service, could opt for volunteer or N.R.M.A. service in the Canadian Army. At one time or another Canadian Army Enlistment Centres existed in Detroit, Seattle, St. Paul, Boston, Bangor, Buffalo and New York; as of 25 May 44 some 439 non-declarant Canadians resident in the United States had been enlisted in the Canadian Army while others had been passed on to recruiting authorities in Canada for attestation (35).

18. A C.M.H.Q. telegram of 6 Feb 43 pointed out that "any further despatch of enemy Aliens overseas would be undesirable" and requested information as to future policy. Those already overseas had been screened and, if considered unsatisfactory, reposted to general pioneer companies or reinforcement units for return to Canada (36). Reply from N.D.H.Q. was delayed until 12 Mar at which time C.M.H.Q. was informed that no further enemy Aliens were being enlisted and that those already in the Army would be retained in Canada (37).

19. It was not until 12 Jul 43, however, that the Adjutant-General issued a further letter on the enlistment or enrolment of Aliens and British subjects of foreign origin in the Canadian Army (cancelling the previous instruction of 1 Aug 42). Nationals of enemy countries would not be enlisted in the Active or Reserve Army or called up for service under N.R.M.A. unless they had made a Declaration of Intention, as provided by Order in Council P.C. 5842 of 9 Jul 42, and had been reported upon favourably (38). Anyone born in an enemy country or of former enemy nationality (except Japanese) but naturalized at any time prior to enlistment or enrolment was eligible for service as a volunteer or liable for service as an N.R.M.A. soldier. They were subject to investigation on security grounds, however, and, if considered undesirable, would be discharged. Personnel of Japanese racial origin were not to be enrolled for service under N.R.M.A.: they might be enlisted into the Active Army only where required for special employment, e.g. interpreters. Refugees, whether released from Refugee Camps or still inmates, were not eligible for service in any form.

20. Aliens of countries which remained neutral could avoid military service by making a statutory declaration, when called for medical examination, that they were nationals of a neutral country and not British subjects. If they did so, however, it was in the full knowledge that they could never hope to become naturalized British subjects in Canada and that they would become liable for deportation whenever that became possible. Those who did not complete such a Declaration within a specified time were subject to call-up, with the exception of Chinese and other Asiatics (40). These latter were mainly rice eaters, or nourished by diets other than that fed to the Canadian Army. Differences in dress, resulting from religious practices, was a further reason for excepting East Indians, Sikhs and Hindus. There was nothing, however, to prevent such Aliens from volunteering for general service in the Canadian Army, even though their names had to be referred to N.D.H.Q. first (41). In the case of Mexico, the two governments concluded a bilateral agreement whereby Nationals of one, resident in the other, would be given two months warning in which to wind up their business affairs, obtain an exit permit and return to their own country for military service (42).

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\*The desire of young Japanese-Canadians to enlist for active service, and repeated requests by the Deputy Minister of Labour that they should be enrolled under N.R.M.A. or formed into Labour units, led to the problem being thoroughly investigated at N.D.H.Q. during the spring and summer of 1943. Due to the comparatively small numbers involved, which would complicate training, and raise additional problems of morale and security, it was decided that there could be no general enlistment; a few individuals might continue to be enlisted on the authority of N.D.H.Q. to to serve as interpreters or other specialists (39).

21. A further instruction of 23 Jul 43 related to the employment of all Aliens, Allied, Neutral or Enemy, and Naturalized Subjects of enemy origin. When enlisted, or enrolled, Allied Aliens (except citizens of the United States of America) would be vetted and, if found suitable from a security standpoint, allowed to serve in any location, including overseas, with the exception of "Most Secret" assignments such as Radar, cipher and other confidential headquarters' jobs and "sensitive" units which were classified as Signals, paratroops, Experimental Station at Suffield, chemical warfare, coast and anti-aircraft artillery, camouflage and R.C.O.C. sub-units handling ammunition and secret equipment (43). Neutral Aliens and naturalized British subjects of enemy origin would be vetted, when called up or enlisted, and would be allowed to serve anywhere in "non-sensitive" units. When called up, all enemy Aliens (Declarant) would be vetted: they would be restricted to service in Canada in non-sensitive units and, in no circumstances, would they be permitted to proceed overseas. Instructions already had been issued as to how the documents of all Aliens should be marked (44):

- I "NON-SENSITIVE"  
Anywhere including overseas.
- II "NON-SENSITIVE"  
Canada only.
- III "NON-SENSITIVE"  
Canada exclusive of Atlantic  
and Pacific Commands
- IV "NON-SENSITIVE"  
Canada exclusive of Atlantic  
Command.
- V "NON-SENSITIVE"  
Canada exclusive of Pacific  
Command.

Soldiers suspected of disloyal tendencies, but against whom there was insufficient evidence for internment, were restricted to service in Works Companies.

22. The above instructions (12 and 23 Jul) were replaced by a consolidated letter dated 30 Nov, including certain minor amendments of policy made necessary by changing war conditions (45). Nationals of Russia, Greece and any other of the United Nations not maintaining a Military Mission in Canada were acceptable for enlistment or enrolment in the Canadian Army. Nationals of Denmark, Estonia, Latvia and Lithuania — overrun without a fight — were to be classified with Neutral Aliens for purposes of enlistment. All Allied Aliens, with the exception of male citizens of the United States of America, were to be subject to investigation and fingerprinting (by the R.C.M.P.) following enlistment or enrolment. A new classification "RESTRICTED" — Not to serve in the "Most Secret" duties — was added. Service in Canada was now specified as including duty in all parts of the North American Area where N.R.M.A. personnel might be despatched: e.g. Newfoundland (including Labrador), Bermuda, Bahamas (B.W.I.), Jamaica (B.W.I.), British Guiana and the United States of America (including Alaska).

23. Among amendments made during 1944 was one whereby persons of Chinese racial origin, other than Chinese nationals, might be enrolled under the provisions of N.R.M.A. (46).

24. Although no further major change in policy was made the Canadian Government's decision of 23 Nov 44 to despatch overseas up to 16,000 N.R.M.A. soldiers as infantry reinforcements did affect the Alien question. In order to save time it was agreed on 13 Dec that the Military Missions should merely be

informed from time to time that certain of their Nationals had been despatched to join the Canadian Army Overseas (47).

25. On 4 Dec the D.C.G.S.(C) had agreed to a suggestion by D.M.I. that restrictions upon the service of Enemy Aliens in the Canadian Army might be relaxed if the various authorities concerned were agreeable (48). The Immigration Branches of the Department of Mines and Resources and of the Secretary of State's Department raised no objection and a C.M.H.Q. telegram of 6 Jan 45 stated that the War Office had agreed to Enemy Aliens being sent overseas as reinforcements for the Canadian Army, provided that each case was individually investigated and cleared and that they should serve only in a "non-sensitive" unit" (49). The D.D.M.I. considered that there should be between 400 and 500 Enemy Aliens and Refugees who might be despatched overseas after their records had been individually checked (50). As groups of individuals were re-vetted in Canada their names were despatched to C.M.H.Q. so that a further check could be made overseas before the men actually were allowed to sail. Policy was not officially amended, however, since it might be desired to retain certain Enemy Aliens in Canada because they merely were suspected of being disloyal or had close relatives living in enemy territory<sup>61</sup>

26. Department of Labour statistics show that, during the time the Mobilization Regulations were in effect, some 6709 non-declarant Enemy Aliens and 156 declarant neutral Aliens were excepted from compulsory military training; 38 employees in Canada of foreign governments also were excepted (52).

27. Records compiled by the Department of National Defence show that 618,354 of the 730,625 personnel who served at one time or another in the Canadian Army were born in Canada (53). This figure includes men and women, officers and other ranks, volunteers and N.R.M.A. soldiers. Of the remainder 71,276 were British subjects born in other parts of the British Empire. Another 19,068 had been born in the United States of America, while 220 came from other American republics. The following personnel were born in countries which were fighting against the United Nations during the Second World War:

Germany.....	938
Austria.....	574
Finland.....	485
Rumania.....	839
Bulgaria.....	32
Hungary.....	1229
Japan.....	55
Italy.....	1003

28. Since the following list of countries carried on recruiting for their own Armed Forces in Canada it is very likely that the majority of the following individuals had either become nationalized citizens or very firmly attached to their surroundings; or they may have considered that rates of pay or conditions of service would be better in the Canadian Army:

Belgium.....	421
Czechoslovakia.....	1378
The Netherlands.....	574
Norway.....	1098
Poland.....	5144
Yugoslavia.....	(not shown)

Of the other large groups claiming Europe as a birth place there were 2580 from the U.S.S.R. and 1150 from Denmark. Of the 354 members of the Canadian Army born in Asiatic countries there were 225 Chinese, 10 from Siberia, 55 Japs and 64 others. A further 29 were born in African countries (other than British) while 1474 individuals did not state their place of birth.

29. The manpower situation had changed greatly since the First Great War when only 318,728 of the 619,636 men who enlisted in the C.E.F. had been born in Canada. The era of mass immigration had drawn to an end in the early twenties and a Canadian people had emerged.



APPENDIX "C" - TABLE SHOWING CHANGES IN QUOTA FOR % OF NEW INTAKE  
(Enlistments for General Service to be Allocated to Infantry)

JUN 1942 to OCT 1944

<u>Effective Dates</u>	<u>%</u>
18 JUN 42	19
31 AUG 42	21
19 SEP 42	40
17 APR 43	45
31 MAY 43	(a) 40 (b) 55
26 AUG 43	(aa) 40 (b) 50
26 JAN 44	(c) 50
28 APR 44	(c) 68
23 SEP 44	(c) 78

(a) - Pacific Comd, Petawawa, Borden, MD's 1, 2, 3, 10, 12, 13.

(aa) - Pacific Comd, MD's 1, 2, 3, 10, 12, 13.

(b) - MD's 4, 5, 6, 7.

(c) - Includes provision for PARA.

NOTES: In addition to the above intake quotas, the following changes were effected with regard to Infantry situation:

- 1 - Commencing AUG 42, withdrawals of General Service personnel from Infantry Units in Canada and despatch of certain Infantry Units Overseas.
- 2 - Commencing OCT 43, remustering of General Service personnel in Artillery to Infantry.
- 3 - Conversion of personnel from NRMA to General Service Infantry, wherever feasible.
- 4 - Where available, PARA also being taken from other Corps.

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APPENDIX "D" - ORDERS IN COUNCIL

EMPLOYMENT OF NRMA PERSONNEL

<u>Order</u>	<u>Date</u>	<u>Subject</u>
PC 4105	15 May 42	For service and duty in the United States in connection with receiving, guarding and escorting to Internment Camps in Canada of prisoners of war.
PC 7995	4 Sep 42	LA Defence of the Territory of Alaska.
PC 8347	14 Sep 42	For duty with Regiments stationed in Newfoundland (including Labrador).
PC 10003	3 Nov 42	Duty, etc in the United States.
PC 11159	8 Dec 42	Posting to Artillery Units serving in Newfoundland and Labrador.
PC 11346	16 Dec 42	On strength regiments being despatched to Newfoundland (including Labrador).
PC 362	19 Jan 43	Posting for duty with hospitals and units of the RCAMC in Newfoundland (including Labrador).
PC 907	5 Feb 43	Reinforcing formations and units of the RC Sigs, RCE, RCASC, RCAMC and RCOG serving in Newfoundland and Labrador.
PC 2003	12 Mar 43	Permits despatch to Newfoundland (including Labrador) personnel who are, or may be on the strength of, or attached to, or may from time to time be required for training, service or duty with Infantry Units serving in, or which may be despatched to, Newfoundland (including Labrador).
PC 3238	20 Apr 43	Despatch to Alaska for duty with Artillery and Infantry units.
PC 5011	18 Jun 43	Despatch to Alaska (including Aleutian Islands and other US islands adjacent thereto).
PC 6296	11 Aug 43	Service with any Active Units serving in Newfoundland (including Labrador) Bermuda, Bahamas (B.W.I.), Jamaica (B.W.I.), British Guiana, Alaska and the U.S.A.
PC 6901	31 Aug 43	May be sent to Newfoundland (including Labrador), Bermuda, Bahamas, Jamaica, British Guiana, Alaska and U.S.A. even if not on strength of an Active Army Unit.
PC 8891	23 Nov 44	Authorizes despatch to the UK, European and Mediterranean theatres of War.

APPENDIX "E" - N.R.M.A. DRAFT DODGERS  
AND DESERTERS

1. From the outset penalties had been prescribed for failure to comply with National War Service Regulations concerning liability for 30-day compulsory training. For example, failure to report within a specified time for medical examination, for further medical examination, or for training, carried with it the penalty of imprisonment for a term not exceeding 12 months, with or without hard labour, or a fine of not less than \$25 and not exceeding \$200, or to both such imprisonment and fine (54). Penalties also were prescribed for those who tried to render themselves medically unfit or to influence an examining physician with a view to obtaining a low medical category, physicians who knowingly made inaccurate statements in connection with medical examinations and those who impeded or nullified the operation of these regulations. The general practice, however, was for Registrars to exhort or persuade those apprehended to report voluntarily as previously instructed. If the men reported immediately they became in good standing: only if they still refused were they taken to court (55).

2. Offsetting this was the liberal policy of granting postponements. According to a statement later made by the Minister of National War Services to the House of Commons some 49,103 men had sought postponement from the inception of the four months training plan to 12 Mar 42 and 36,111 applications had been granted (56). Those granted postponement included university students, essential industrial workers, farmers, fishermen, lumbermen and conscientious objectors.

3. Moreover, a chart compiled at N.D.H.Q. for the period 20 Mar 41 - 16 Apr 43 (see page 304) showed that only 126,963 of the 988,475 men ordered to report for medical examination had actually donned a uniform as N.R.M.A. soldiers. Less than two-thirds of those sent Orders-Medical Examination (608,642) actually were examined and, due to general practitioners misinterpreting the Army's medical standards, a number of fit and borderline cases were rejected; 190,550 were granted postponement and Orders-Military Training sent to 289,544; 160,662 reported for military training and only 126,963 were found acceptable by R.C.A.M.C. doctors. About 12 per cent of the men called had been enrolled in the Canadian Army (57).

4. In a further effort to find additional men in the classes already subject to compulsory military training a proclamation of 15 Dec 42 required the compulsory re-registration of men who, although designated by proclamation, had not yet been served with an Order-Medical Examination. Such men were to complete a form known as "Schedule C" and deliver it either to the Divisional Registrar or local postmaster. Re-registration proved to be slow and was extended, from 1 Feb 43 to 15 Mar 43 and finally to 10 Jan 44. A total of 146,100 registrations was received (139,517 by 15 Mar 43) but one of the unexpected results was the large number of men in "good standing" who completed the form unnecessarily (58). Whereas a considerable number of men had managed to avoid running foul of the law previously by merely failing to register, such neglect now became a punishable offence.

5. In practice, however, it still remained comparatively easy to avoid, or at least delay, compulsory military service by the simple expedient of changing one's place of residence without notifying the Divisional Registrar of the new address.

6. The following two letters help to explain the situation. The first, written by the Adjutant-General to Mr Ralston on 22 Jun 43, described the Divisional Registrars then meeting in Ottawa as being, with very few exceptions, elderly men

SUMMARY OF MOBILIZATION STATISTICS.  
 March 20, 1941 through April 16, 1943 (the 4th  
 through the 23rd Regular Military Training Periods  
 including the first eight Supplementary Requisitions).

Administrative Divisions	MEDICAL EXAMINATION		POSTPONEMENT		MILITARY TRAINING		
	Number Called	Number Examined	Number Requested	Number Granted	Number Called	Number Reported	Number Accepted
"A" London, Ont.	74,578	43,479	16,522	16,241	18,636	12,466	9,436
"B" Toronto, Ont.	189,205	100,747	40,677	30,616	54,460	30,013	22,658
"C" Kingston, Ont.	60,008	38,594	20,735	19,351	17,096	7,766	6,238
"D" Port Arthur, Ont.	12,189	7,479	1,974	1,759	4,271	3,159	2,297
"E" Montreal, P.Q.	210,245	140,508	47,499	39,178	69,450	32,116	25,934
"F" Quebec, P.Q.	107,883	63,346	25,248	17,732	20,524	13,225	10,846
"G" Halifax, N.S.	43,113	29,172	9,780	7,496	14,826	10,830	7,662
"H" Saint John, N.B.	33,303	21,743	5,465	5,173	10,666	7,909	5,825
"I" Charlottetown, P.E.I.	8,167	5,061	3,107	2,668	2,891	1,733	1,255
"J" Winnipeg, Man.	67,394	43,754	14,303	11,772	15,340	9,904	7,916
"K" Vancouver, B.C.	72,147	46,394	20,938	18,408	23,741	10,856	9,222
"M" Regina, Sask.	69,000	38,956	18,126	11,829	20,729	11,396	9,975
"N" Edmonton, Alta.	<u>41,243</u>	<u>29,409</u>	<u>8,850</u>	<u>8,327</u>	<u>16,914</u>	<u>9,194</u>	<u>7,699</u>
Total	988,475	608,642	233,224	190,550	289,544	160,662	126,963

who were:

... not very alive, yet exhibiting a co-operative and friendly disposition throughout the conference.... A large number ... were ex-servicemen....

From discussions it was evident that the registrars needed guidance, and although willing and anxious to help they lacked drive, initiative, and direction.

It is apparent that the executive administration at National Selective Service Headquarters is weak. Otherwise there would be supervision and inspection to ensure that each registrar thoroughly understands the rules and regulations covering procedure (59).

The second, written by the Minister of Labour to Mr Ralston on 12 Nov 43, pointed out:

In the earlier period sufficient importance was not given by Registrars to the need of having an adequate staff to keep their records up to date.

In 1942-43 it was found necessary to do a lot of work which should have been done in 1940-41. In the meantime a back-log of work in the matter of tracing had accumulated which has made the work of 1943 very difficult (60).

7. Even though it had not yet been officially admitted there were a goodly number of men who waited until they received their Order-Medical Examination or Order-Military Training before they rushed to enlist in the Service of their choice, which was very often the R.C.A.F. or Navy, without notifying the District Registrar. Beginning with January 1942 Recruiting Officers (of each of the Armed Forces) supplied the D.O.C's. representative with a list of those who enlisted: these were passed to Divisional Registrars so that their records, compiled after the National Registration of 1940, could be amended (61). In cases where a man already was in uniform when he received an Order-Medical Examination the onus was on him to inform the District Registrar of that fact, or have his unit orderly room do so. When such notices were ignored, however, the man's name remained on the Registrar's list, occasionally leading to unfortunate incidents. One such case brought to the attention of the Minister of National Defence involved bereaved parents who had received a call-up notice some months after their son, an R.C.A.F. sergeant, had been killed in action. This man had enlisted in September 1940, following the National Registration, and proceeded overseas a year later (62).

8. On 23 Jun 42, a chart had been tabled in the House of Commons, showing the number of men who had not received Orders-Medical Examination, those already prosecuted and those under investigation during the period 1 Jan-15 Mar 43 (63):

Adminis- trative Divisions	Number of men not having received Notice- Medical	Cases prose- cuted for non- compli- ance			Number of cases police are tracing
		Won	Lost	Total	
"A" London	6,174	44	5	49	1,200
"B" Toronto	24,994	61	3	64	1,215
"C" Kingston	4,399	17	0	17	733
"D" Port Arthur	4,373	9	0	9	10
"E" Montreal	23,741	570	4	574	2,613
"F" Quebec	13,507	219	1	220	5,200
"G" Halifax	9,575	15	3	18	485
"H" Saint John	1,302	25	1	26	1,148
"I" Charlottetown	593	0	0	0	27
"J" Winnipeg	10,181	141	1	142	504
"K" Vancouver	12,566	67	3	70	64
"M" Regina	24,281	61	0	61	233
"N" Edmonton	9,287	97	4	101	1,500
<b>Total</b>	<b>144,973</b>	<b>1,326</b>	<b>25</b>	<b>1,351</b>	<b>14,932</b>

As well as the small number of prosecutions for evading either military service or alternate work service (open to conscientious objectors), there was the question of uneven penalties being handed out to those successfully prosecuted. During the House of Commons debate on "War Appropriation - Labour" (29 Jun) the Member for Red Deer, Alberta (Mr. F.D. Shaw) spoke of such prosecutions as follows:

... During the course of my investigations I examined the records with respect to those who have been apprehended and prosecuted for failure to report for military service or alternate work service, and I am utterly appalled when I consider what has taken place in the various divisions with respect to these prosecutions. The absolute leniency shown in some divisions - for example, a one dollar fine - leads me to the conclusion that it is no wonder the individual does not care what may happen to him if he fails to report (64).

9. As pointed out to Mr Ralston in an earlier memorandum the enforcement of N.R.M.A. regulations had been good in the provinces where the R.C.M.P. served as provincial police. Certain other police forces did not have the personnel to deal adequately with draft-dodgers and in Quebec neither the provincial nor municipal police had been helpful (65).

10. Unless an Order-Medical Examination or an Order Military Training was returned, marked undelivered, it was presumed to have been received. According to National Selective Service Regulations it then became the responsibility of the individual to establish that he had complied with the several provisions of the Mobilization Regulations before he could be given a permit for civilian work. Furthermore:

Every Selective Service Officer, Inspector, etc., authorized by the Minister to act for the purpose of enforcing the Civilian Regulations may enter any premises where he has reasonable grounds for supposing that any person is employed, investigate such premises and person and every person who

contravenes any of the provisions is guilty of an offence and liable on summary conviction to a fine of \$500. or twelve months, or both if an individual, and to a fine of \$2500. if a corporation (66).

Each Administrative Division had a tracing department which turned over to the R.C.M.P. the names of all men who did not reply to the Orders which had been delivered. In the event that the Post Office\* was unable to trace the individual's current address the Registrar might turn his name over to the Hooper-Holmes Bureau of Toronto, which had been authorized by Order in Council P.C. 2278 of 22 Mar 43 to locate missing men for a fee of \$2.50 per case when found (68). The names of men who could not be traced by this means, or were found to be delinquents during the course of investigation, were turned over to the police (69).

11. One particular case of delinquency, reported from Regina, involved a man named Etienne George Sicotte who had been dodging around the country to avoid compulsory military service. The following extract is an account of what transpired when the District Recruiting Officer caught up with him in November 1943:

In the course of discussion with him he stated that he had an exemption from military training till the end of November; when asked to produce this he could not do so. Upon further examination it appears that he is 21 years of age; born on the 27th of August, 1922. He received two calls for preliminary medical examination, numbers as follows B.02478 and B.R.R.2478, the latter he still has in his possession. The calls were issued from Toronto, and this man was living in Welland, Ont. at that time. After having had the medical examination this man left Ontario and came back to his father's farm at South Makwa. From his conversation it is evident that he is only interested in evading military service. It has been reported that this man boasted of having received his first call and then moving away quickly before the second call could reach him (70).

Although the Mobilization Board in Regina did not grant this man a postponement the National Selective Service official in North Battleford gave him a work permit, valid to the end of May 1944, and he went to work at Copper Cliff, Ontario (71).

12. The R.C.M.P. were fighting a losing battle in Quebec province and on 19 May 43, the Minister of Labour suggested borrowing about 75 soldiers who had returned from overseas for officer training to help with enforcement and eight or 10 officers with overseas service to conduct an educational campaign (72). The first proposal was turned

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\*On 16 Apr 43 the Minister of Labour informed the Minister of National Defence that all Orders-Military Training were going to be sent by registered post and, if a signature was not obtained, a special post card would be completed by the postman with the reasons for non-delivery (67).

down since soldiers were not "peace officers" and would not be protected should they use force to apprehend or detain civilian defaulters (73). Arrangements were made, however, whereby men being discharged from the Army might be interviewed with a view to becoming R.C.M.P. special constables but, because of the higher wages paid by war industry, not many recruits were obtained (74). Since there still were many people in the backwoods communities of Quebec ignorant of the fact that the Active Army comprised both volunteers and N.R.M.A. soldiers the second request was met (75). Six civilians with a military background spent the summer with (Captain) P.E. Rodier of National Selective Service (Mobilization) in the back districts where "the appearance of any one in uniform is very suspiciously regarded" and their efforts were considered to have had a certain amount of success (76).

13. A glance at the following figures will show that the number of investigations made by the R.C.M.P. in connection with the enforcement of National Selective Service Mobilization Regulations was on the increase as 1943 came to an end (77):

	October	November	December
New cases opened	5127	6333	7523
Cases concluded	3840	5179	5903
Still under investigation	13291	14445	16065

14. There was also the problem of apprehending deserters. Prior to July 1942 this had been the responsibility of the R.C.M.P., assisted by other police forces, but from then onward it devolved mainly on the expanding Canadian Provost Corps (78). That this problem was becoming more acute during 1943 is obvious from the following statistics on deserters compiled at N.D.H.Q. (79):

Month	General Service			N.R.M.A.		
	New	Appre- hended	Balance end of Month	New	Appre- hended	Balance end of Month
Jun	419	526	5236	188	28	3752
Jul	546	390	5392	205	138	3819
Aug	526	310	5608	268	150	3937
Sep	790	549	5849	198	133	4002
Oct	456	293	6012	237	126	4113
Nov	625	634	6003	258	151	4220
Dec	366	184	6185	411	116	4515

According to War Service Records, 3071 G.S. and 2170 N.R.M.A. deserters never were apprehended (80).

15. During October 1943 the R.C.M.P. initiated a special campaign to round up these deserters and delinquents who had not complied with National Selective Service Mobilization Regulations. The following description may be taken as typical of these raids:

In Ottawa and Hull raids were conducted on Monday night, November 1st. Eighteen resorts were visited and, as a result, 120 persons were detained for questioning. Following this interrogation, six were charged with infractions of the N.S.S.M. Regulations and a deserter from the army was turned over to the Canadian Provost Corps. In the performance of these raids we had the full cooperation of both the Ottawa and Hull City Police and, in addition, augmented our detailed strength of 27 by utilizing 36 of our Reserve Constables, a total of 63 members of the force in all (81).



16. On 14 Dec The Ottawa Journal reported Commissioner S.T. Wood of the R.C.M.P. as stating that the value of such raids was partly psychological since, apart from a few culprits apprehended, there were usually a number of guilty individuals who rushed to give themselves up, for fear of being caught in the next raid. Some 1659 resorts had been raided by 30 Nov and a check made on 39,973 men. Of the 2701 men detained for questioning, 344 were charged under National Selective Service Mobilization Regulations for failure to report for military service, 164 had failed to notify National Selective Service of their change of address and 105 were found to be deserters. Since 662 persons without gainful employment had been discovered by the raids, Commissioner Wood suggested to Mr MacNamara that there must be a large number of men in Canada who were not working. Personnel employed on these raids had totalled 999 R.C.M.P., 292 other policemen and 222 soldiers (82).

17. Only in the Montreal area had members of the Canadian Provost Corps assisted the R.C.M.P. (during the period 19 Oct-13 Nov) in raids on 22 pool rooms, four dance halls, six bowling alleys, 10 restaurants and two gambling houses (83). Since members of the Canadian Provost Corps were not police officers and could not interfere with civilians legally, Headquarters M.D. No. 4 put an end to such co-operation (84). In addition to the fact that the R.C.M.P. were not strong enough to continue such raids in the province of Quebec alone, Commissioner Wood argued that:

The purpose of the co-operation of the Provost Corps was that during these round ups it was found that actual deserters from the Army were being likewise located, which facilitated the work of the Provost Corps considerably and at the same time strengthened our hands in the work of the raids referred to (85).

18. National Selective Service officials also were keen to have the Canadian Provost Corps co-operate with the R.C.M.P. in further raids across Canada and raised the question to the ministerial level after being rebuffed by the military (86). On his return from overseas Mr Ralston instructed that further consideration be given and, in the meantime, replied to the Minister of Labour on 15 Jan 44 that:

Everything will be quite all right until some violence occurs and it turns out that a member of the Provost Corps has interfered with a civilian, then it will be charged that the country is Army ridden and that the Army had better attend to its own business. I am sure you know the implication as well as I (87).

19. The solution was that previously suggested by the Judge Advocate-General — extension of the powers of military personnel, rather than their becoming R.C.M.P. special constables (88). Not until 9 Jun 44, however, did Order in Council P.C. 3205 authorize action. The explanatory letter issued by the Adjutant-General's Branch on 25 Jul 44 stated that this Order in Council:

... gives members of such corps, units, detachments or commands or the naval, military or air forces, as may be designated by the Minister, authority to require any person to produce his registration certificate and to question him as to whether he has or has not registered and whether he is or has been a member of the armed forces. If, upon questioning a person, a member in uniform of a designated corps reasonably suspects, that such a person is a deserter or absentee from the armed forces, he may apprehend such

person and, if no peace officer is immediately available, bring him before a justice of the peace to be dealt with according to law (89).

This letter also cautioned that the R.C.M.P. was still responsible for dealing with those who had failed to comply with National Selective Service Regulations and that they were not to be apprehended by members of the Canadian Provost Corps. Action across the country was not to be taken until everyone was in the picture and there was to be no "general sweep of civilians in certain places at certain times" (90). When conducted, the questioning of civilians was to be carried out in a manner not to cause resentment. Procedure already had been simplified by the new National Resources Mobilization Act (Army) Regulations, 1943, and National Selective Service Mobilization Regulations, 1944. Under section 28 of the latter following conviction by a magistrate, an apprehended delinquent was taken to the nearest "designated" Military Centre under military or police escort, whereupon he became subject to military law (91).

20. Nevertheless, the situation at the end of December 1944 was even worse in connection with the enforcement of National Selective Service Mobilization Regulations. The R.C.M.P. were continuing the investigation of 16,988 cases brought forward from the previous month: 4841 cases had been concluded but 5184 new cases opened (92). There were 12,650 absentees and deserters from the Canadian Army being sought across Canada (93).

21. On the other hand, however, unknown to the general public there were sound objections to enrolling certain men. In response to a question from the Associate Director of National Selective Service (Mobilization) as to why only a small number of the 1000 men with police records\* in the City of Toronto had been enrolled Brigadier G.B. Chisholm (D.G.M.S.) pointed out:

... The cause for rejection is not the fact that the individual has been in jail or has a police record, but the fact that the police record is visible evidence of a deep-seated personality defect of the psychopathic type (95).

Such men had shown from their case histories that they were unable to profit by experience. Their whole life consisted of a series of anti-social activities that had not improved under the discipline of the community. Furthermore:

These men with police records with a long history of an inability to support themselves by a lawful means, with a history of vagrancy, alcoholism, etc., are not wanted in the Army. The Army is not primarily a disciplinary organization nor a substitute for a jail or penitentiary. A number of men of this type enlisted in the early days before adequate screening was in force. The detention barracks in the Canadian Army Overseas contains a high percentage of men of this type who are being returned to Canada and being discharged from the Service. Recent surveys of soldiers under sentence in detention barracks in Canada reveals that 20-30% of those in the detention barracks are of psychopathic type with a long record of crimes in civilian life, frequent

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\*Three of the sample cases had been graded as follows (94):

Butch, Steve - 182 Queen St., W. Toronto Ont  
B-178313  
Arrested May 14/43

A.W.L's, drunkenness and insubordination in the Army. When the documents of these men are carefully examined it becomes apparent in many cases that the soldier has spent more time in detention than in training. Occasionally one finds men who have been in the Army for two years but who have not yet completed Basic Training.

These men are a liability in the Army and not an asset. For the occasional man of this type who does settle down and serves with distinction there are several who have proven themselves entirely valueless. Experience has proven in every war that the best soldiers come from those individuals who have been the best citizens and that a first class army can only be made from the best men in the community (96).

22. Despite this clear cut exposition there was reason to believe that physically fit men were escaping military service on spurious psychiatric grounds, as may be gathered from the following letter despatched to the Deputy Minister of Labour on 30 Jan 45 by the Deputy Chairman of the National Selective Service Mobilization Board in Toronto:

It may be that it is just a coincidence but I regret to report that several Law Students who graduated from Osgoode Hall last year were turned down on account of Mental Instability and only one of those who was turned down on this ground had any other disability. When these cases were called to my attention the situation seemed so remarkable that it looked to me almost as though the thing had been planned by those who were examined, but we took no further steps in connection with the matter because all had had Army examinations.

Curiously enough we find that many prominent athletes suffer from the same disability. On the

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(cont'd from Page 310)

File shows rejected "Epilepsy. Was unconscious while under custody of Military Authorities". Has boasted since to his associates and police authorities that he faked same (Constantly in trouble with police).

Cortese, Dominic - 243 Roxton Rd., Toronto, Ont  
B-178991

Arrested 3/1/43

File shows rejected by Psychiatrist with the following comments: "A smart-aleck who thinks everyone but himself has the wrong slant on things. Is a gambler by profession - has never worked. Has been arrested a number of times for stealing. No social conscience or ambition to mend his ways." Therefore, rejected as Psychopathic.

Hull, Steve - no permanent address  
B-172393

Arrested 2/3/43

File shows rejected by Psychiatrist with the following comments: "In jails and reformatories most of the time since 14 years of age. Psychopathic personality." Therefore rejected.

Maple Leaf Hockey Team there are perhaps four or five otherwise physically fit young men who have been turned down on the ground of Mental Instability. One very prominent football player\* who had graduated from Western University a year or so ago has also been turned down on the ground of Mental Instability and a certain well known golfer who also plays hockey in the winter was turned down for similar reasons. On his first examination he was marked S-5 and we had him recalled and he was marked S-4. This man complained of the usual symptoms of dizziness and tremulous hands and so forth and even said he got dizzy when he bent over. Just how he can play golf with this disability is beyond my comprehension but he was good enough to get into the finals of one of our big competitions last summer.

I am mentioning these things to you because I understand that some attempt is to be made in the near future to have men of this type re-examined and if it could possibly be arranged, it would, in my opinion, be a very wise thing to do as I have repeatedly heard people say that they are at a loss to understand why young people who are capable of starring in various athletic procedures can be physically unfit for the Armed Services. Very few of the public are, of course, aware that many of these men have been turned down on account of Mental Instability and that they have no physical disabilities whatsoever (97).

23. Then again, once in a while, anonymous letters and tip-offs to the authorities such as the following produced results other than expected:

To Whom it may Concern:

Mr. Bernard Millman who has been called up in May 31, 1944 under No. E306396, has obtained extension without medical examination as a student. He has never been a student.

There is no excuse for him to evade the draft while my two sons are fighting at the front.

He may be found at 10 St. Catherine East, Montreal (98).

Actually this man had been medically examined, categorized PULHEMS 5 and rejected (99). He may have been unwilling to admit to his neighbours that he was not a healthy specimen or mere personal malice may have been behind this letter.

24. This subject should not be dismissed without some reference to the stories circulated of how men were able to avoid military service with the connivance of medical practitioners or those in authority. There seems little doubt that a number of men were able to render themselves unfit by taking drugs immediately prior to a medical examination but it must be remembered that experienced doctors soon became wise to

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\*Although past his prime, Joe Krol was still playing professional football with Toronto Argos as late as 1952.

the more common dodges and often detained individuals for further examination (after the ill effects had worn off).

25. For what it is worth, however, the following account in The Ottawa Journal of 13 Mar 42, reproduced from Quebec's Le Soleil of the previous day, is given:

... persons, ... for a fee, make knee injections for men who wish to gain exemption. These injections numb the senses. Permanent injury may be caused by the injections. Soldiers and sailors who receive such injections invariably obtain release from military service. Many cases have been reported to the police.

Three days later (16 Mar) The Ottawa Journal carried a report that police in Quebec City were holding two men:

Authorities declared they believed one of the pair detained was the head of a scheme to enable men to avoid serving in the armed forces.

Six men and boys have been reported in hospital as a result of injections taken in the hope they would be able to avoid army service.

Again, on 16 Mar 45 The Gazette (Montreal) carried a story of R.C.M.P. investigations into the activities of a self-styled psychiatrist and graphologist, alleged to have supplied drugs to upward of 600 men so that they might be made physically unfit for military service. In a number of instances, however, the drugs were reported not to have had the desired effect, after payment had been made, and disgruntled soldiers had talked.

26. One case investigated by the R.C.M.P. during October 1942 had come to naught. According to a Montreal waitress, a Private E. Cote (D-126430) working at the Recruiting Centre had boasted that he could provide pills which would render a man unfit to pass a medical examination. He further offered to provide a discharge certificate for her boy friend. On interrogation this soldier suggested that Pte. Cote was a "great boaster or bluffer who liked to brag about fantastic feats he had accomplished". He agreed to co-operate with the R.C.M.P. but Pte. Cote could not be trapped into making good any of his claims (100).

27. When officers in M.D. No. 4 investigated a complaint of 23 Aug 43 from a member of the "Women's Reserve Volunteer Corps to the effect that a Montreal doctor was being visited by men who had received their Orders-Medical Examination and that money was being paid to an intermediary it was discovered that the woman's evidence was entirely "hearsay". When interviewed, her informant had been under the influence of liquor and was considered to be an "irresponsible person" (101).

28. Much had been made of the irregularities discovered in medical examinations at Quebec City and the resultant courts martial of five officers and four other ranks of the R.C.A.M.C. (25 Nov 42 to 8 Jan 43). The first newspaper headlines had been "Army Medical Board Irregularities Bared Here" (The Quebec Chronicle-Telegraph, 3 Nov 42) and "Quebec Medical Officers Held; Bribery in Discharges Alleged" (The Gazette, Montreal, 4 Nov 42) but the press across Canada adopted a more sensational tone as the proceedings continued. The irregularities were serious, even though a thorough investigation by the R.C.M.P. disclosed that there had been no instances of improper medical categorization. Rather, men who believed that they were unfit for military service but who required a Certificate of Medical Rejection in order to obtain steady civilian employment had arranged, through an intermediary (sergeant), for an unofficial medical examination by a medical officer to discover

whether they would be rejected upon application for voluntary enlistment. When such turned out to be the case they paid varying sums of money to their intermediary who would appear to have shared it with the officers implicated. One officer was dismissed from the Army, three were reprimanded and returned to duty, and the fifth was acquitted: the four other ranks were sentenced to periods of detention ranging from 45 days to nine months (102).

29. As the result of a later suggestion to the Deputy Minister of National Defence that there was a "racket" going on in M.D. No. 4 the Consultant in Surgery, Colonel L.H. McKim spent 4-8 Jul 44 watching the call-up procedure at the Reception Centre in Montreal. After carefully observing the work of two medical examiners under suspicion he reported that he was convinced of "their honesty and the sincerity of their work" (103). His conclusion was that the specialists were over-worked, with more than 600 men often passing through the Centre daily: he had no doubt that they were asked to express too many opinions in the time at their disposal and wrote that "if some mistakes do not occur, I will be very greatly surprised." In conclusion, he reported that:

... during my entire week at the Reception Centre, I saw nothing that would lead me to believe that any of our medical examiners, either Army or civilian, were anything but most conscientious in the carrying out of their duties. It is again pointed out that differences of opinion as to the various gradings allotted are bound to occur (104).

He was somewhat surprised, however, at the number of call-ups producing certificates of disability from certain civilian practitioners. He also remarked upon the fact that only 20 out of 60 civilian doctors called recently for medical examination had been found acceptable and that 26 had been given a grading of S-4 or S-5 by a Psychiatrist (105). The fact that only three of the 60 had possessed a PULHEMS profile of llllllll makes it evident, however, that the better type of young doctor already was in uniform.

30. Too many men who sought to evade military service by bribery were victimized, their money taken in the knowledge that rejection was certain or further sums demanded as a form of blackmail. In this respect, The Ottawa Journal of 16 Mar 42 carried the following despatch from Montreal:

Jean L. Tarte, 36, former lawyer, pleaded guilty today to charges of conspiring to help prospective trainees escape compulsory military training and of offering to get them exemptions for sums ranging up to \$400. During his trial Tarte said he would like to enlist in the army to repay "the wrong I have done".

Although he had been disbarred from the further practice of law by the Montreal District Bar, sentence was remitted since he wished to enlist in the Canadian Army. The situation was rendered even more peculiar by the fact that Tarte had been commissioned in Le Régiment de Joliette in 1923 and had been on the Corps Reserve of Officers (since 14 Dec 36) at the

time he was found guilty of conspiracy\*.

31. More strict enforcement of the National Selective Service Mobilization Regulations, plugging loopholes, and the despatch of N.R.M.A. soldiers overseas as reinforcements in January 1945, brought a change in tactics. Habeas Corpus proceedings were instituted with a view to releasing N.R.M.A. soldiers, the argument being that they had been wrongfully enrolled since they had been physically unfit for military service (107). On 24 Feb instructions were issued by the Judge Advocate-General regarding the handling of such cases (108). The complementary supplementary letter issued by the Adjutant-General's Branch directed that, until a Writ of Habeas Corpus was actually issued, the movements of the soldier would be governed solely by service considerations and were not to be affected in any manner by the proceedings which had been instituted. As a result, several applications had been dropped and the rate at which such petitions were being sought had fallen off substantially (109). On 15 Mar The Gazette reported that 14 such petitions for writs of Habeas Corpus had been summarily dismissed in the Montreal Superior Court when representatives of the petitioners failed to appear. A barrister named Paul Levesque had acted for these petitioners, and for most of the men protesting enrolment in the Montreal area (110). Medical collaboration was supplied by one of three civilian practitioners, their certificates dealing with "hidden structural defects, that are not in themselves actual disabilities, but that once drawn to the soldier's or "call-up's" attention, are enough to justify the man in his own mind, to start to complain or to continue to complain" (111). Acting on the Judge Advocate-General's opinion, however, the Department of Labour decided to go ahead and enrol men who had instituted legal proceedings on the grounds of physical unfitness, since it might be some months before a judgement was delivered in what was really a test case (112).

32. In an effort to catch up with draft dodgers who were being well paid for their industrial efforts an Order in Council (P.C. 9919) had been approved on 31 Dec 43 requiring every employer to report on each of his employees who was not in good standing under the provisions of the National Selective Service Mobilization Regulations. According to a (Department of Labour) Ministerial Order of 28 Jan 44 all employers were required to submit such a report (Schedule 9) before 1 May 44. One of the following types of certificate would be acceptable as evidence of "good standing": discharge from one of the Armed Forces, rejection from enlistment by the Army, refection by the Army after having reported for enrolment as an N.R.M.A. soldier, excepted from service and postponement. An Employer's Guide was available for use in doubtful instances (113).

33. A further Ministerial Order of 15 Aug 44 applied this policy to men who had accepted employment subsequent to 1 May 44; those obtaining employment after 22 Aug had to be

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\*As a corporal and sergeant, latterly with the Canadian Intelligence Corps, this man saw service in Canada, Newfoundland, the United Kingdom and North West Europe. Because of his age and the publicity given his misdemeanour, attempts to obtain a commission for this N.C.O. proved unavailing until 4 Mar 46. As a lieutenant he served with the War Crimes Investigation Unit at N.D.H.Q. from 11 Mar 46 to 25 Mar 47. His suspension by the Bar of the Province of Quebec had been lifted on 27 May 46 (106).

reported on within seven days (114). The number of schedules received for the period 28 Jan 44 to 31 Aug 45 totalled 49,548. Of these 39,250 had been found to be in good standing, 258 presumed to be deserters or absentees from the Armed Forces and 10,040 were not in good standing (115).

34. According to National Selective Service records, on 7 May 45 there were 20,591 men not accounted for by Divisional Registrars (116). According to War Service Records a total of 7236 N.R.M.A. soldiers were struck off strength as deserters — that is, they were never apprehended (117).



APPENDIX "F" - CASE HISTORY OF EVADING MILITARY SERVICE (118)

R.1-1-23-2 (NRMA)  
DR 66828

DEPARTMENT OF NATIONAL DEFENCE  
- Army -

REGINA, Sask., June 13, 1944.

The Secretary,  
Department of National Defence,  
OTTAWA, Ontario.

M.66828 - Ivan FARDEN  
PRINCE, Saskatchewan.

The following is a record of the handling of this man by the Mobilization Board in this Division:

He was sent Notice-Medical January 4th, 1943, "A" category;  
Applied for postponement February 9th, 1943;  
R.C.M.P. report received dated February 27th, 1943, opposed to postponement;  
April 16th, 1943, Board postponed for 30 days, referred to Supervisor, Farm Labour Requirements for essential employment;  
May 6th, 1943, man wrote to the Registrar that he was needed at home. He did not take other essential work as instructed by the Board;  
Under date of June 5th, Win-the-War Committee advised the Board that FARDEN should be called for Military Training, as there were 5 brothers, none of whom were in the Army;  
June 14th, 1943, Mr. G.R. Bickerton, member of the Board instructed that this man be called for Military Training;  
FARDEN was called for July 20, 1943, and failed to report;  
July 7th, 1943, man asked for postponement as a farmer;  
July 19th, Registrar wired he must report as ordered;  
July 21st, wrote again to the Registrar "too busy on farm, cannot report";  
August 9th, Board again ruled the marginally named be called October 15th, 1943;  
August 10th, postponement was granted to October 15th;  
September 13th, FARDEN wrote for further postponement to complete threshing and then work in saw mill;  
September 30th, Board member, Mr. J.S. Palmer, requested a special report by the Supervisor, Farm Labour Requirements;  
October 28th, District Inspector, Department of Agriculture, reported to the Board that the father was able bodied, that Ivan rented 90 acres of land from the father, after being called for Military Training and lives with the father, that there are other brothers at home and postponement should not be granted;  
November 13th, the Board again ruled that FARDEN should be called for Military Training;  
November 30th, called to report December 15th, 1943;  
December 6th, call papers returned and asked for further postponement;  
January 6th, 1944, two members of the Board, J.S. Palmer and C.W. McCool, extended Call to January 25th;  
January 10th, FARDEN was advised he must report on January 25th;  
January 10th, Supervisor, Farm Labour Requirements,

advised that FARDEN had been referred to Mr. C.G. Gadsby, Robinhood, for winter employment;  
January 18th, Supervisor, Farm Labour Requirements, advised man had reported;  
February 11th, cancelled Call and postponed to April 15th, referred to Supervisor, Farm Labour Requirements, for essential employment for summer and fall;  
March 29th, Mr. W.W. Dawson, Supervisor, Farm Labour Requirements, advised the Board that he had communicated with FAROEN, February 23rd and March 17th, but had no information that would indicate he had complied with requirements of the Board; in view of adverse reports, recommended Call for **Military Training**;  
April 3rd, before Messrs. McCool & Palmer, the Mobilization Board instructed Registrar to call;  
April 13th, FARDEN called for Military Training to report April 28th, 1944;  
March 30th, the man said he had not got previous letters, had been working in lumber camp since November 10th;  
April 10th, returned Call Papers, saying he was now working for George Iverson of Prince, Saskatchewan;  
April 18th, Mr. McCool instructed Registrar that Call was to stand;  
April 19th, the marginally named was advised to report;  
April 28th, Mr. Iverson wired seeking further postponement, as FARDEN was then working for him;  
April 29th, Registrar wired Mr. Iverson would refer case again to the Board and to wait further instructions;  
April 29th, Board ruled Call was to be cancelled and asked for another report from Mr. W.W. Dawson;  
May 25th, Mr. Dawson's Inspector reported that FARDEN was needed on the Iverson farm until July 15th;  
May 31st, Board postponed Call to July 15th, 1944, and to ask employer if man was essential after that date; also amount of wages paid.

2. The above is submitted as an illustration of the handling of many such cases and to indicate the amount of work involved by both the Board and Representatives of this Department. It will be seen that a man may defer his actual Call, almost indefinitely, simply by returning his Call Papers as often as they are received.

Sgd (A.S. Redford).  
Lt.-Col.  
for (G.A.H. TRUDEAU),  
Brigadier,  
D.O.C., M.D. No 12.

APPENDIX "G" - MILITARY ASSISTANCE TO THE CIVILIAN ECONOMY

1. Even before the pre-war pool of unemployed was absorbed by Canada's expanding economy, agriculture and industry had experienced difficulty in meeting production goals and sought assistance from the Armed Forces. The Navy and the R.C.A.F. were composed entirely of volunteers who, in the opinion of their political Ministers, should never have enlisted if they wished periodic leave to return to civilian employment (119), but the Army was in a more vulnerable position since it came to contain more and more N.R.M.A. personnel who had been enrolled for compulsory military training and home defence. The Navy and R.C.A.F. did make certain personnel available during the later years of the War but the Army bore the brunt of the varied demands. The assistance it gave is discussed briefly in the following paragraphs.

(1) Assistance to Agriculture

2. The summer of 1940 brought the first requests from soldiers for leave to return home to harvest their own, or their parents, crops. It was agreed that such leave, not to exceed eight weeks, might be given to men who had been working on their home farms before enlistment in either of the 4th Canadian Division or the eight Infantry battalions mobilized for internal security duties, but not to men of the 3rd Canadian Division, coast defence and ancillary units. The Adjutant-General's letter of 30 Jul further specified that D.Os.C. should ensure that the strength of units be not unduly depleted and that the basis for such leaves was to be compassionate grounds. Whilst on leave a soldier would forego his pay and allowances, right to medical and dental treatment and eligibility for disability pension resulting from any accident (120). A supplementary instruction of 15 Aug extended such leave to members of the Veterans Guard of Canada (121).

3. For 1941 the harvest leave policy was basically the same, although reduced to a maximum of four weeks and open only to personnel of the 4th Canadian Division, the 13th Brigade and three unallotted Infantry battalions, Veterans Guard of Canada and those men at District Depots awaiting training (122). On 10 Sep, however, General Crerar informed the Adjutant-General that harvest leave should not be granted to men serving within Pacific Command or "A" recruits for any corps where shortages existed (123).

4. Spring leave for seeding, and other seasonal work, was authorized by an instruction of 20 Mar 42 but was to be granted to experienced farm workers only; it could not exceed six weeks or be given to men undergoing training or serving with operational units (124). Canadian Army Routine Order 1935 of 6 May 42 provided for the granting of leave for longer periods on "compassionate" grounds. Provision was again made for harvest leave (125). Considerable pressure was exerted on the Minister of National Defence to ease leave restrictions further during the harvest but he refused, since the training of both units and men would suffer (126).

5. Another side of the picture had emerged more clearly, however, with the action taken in March 1942 to freeze farmers and farm labourers on the land. This attempt to stabilize agricultural production virtually made farmers immune from compulsory military training (127). Moreover, National Selective Service Mobilization Regulations (1 Dec 42) permitted farmers to engage in other employment, outside of urban areas, for 30 days during their seasonal lag without

obtaining a permit from the nearest employment office; this was extended to 60 days when new National Selective Service Civilian Regulations were issued early in 1943 (128). This, it was hoped, would do something to expand the labour force. In the first of the National Selective Service circular letters designed to help interpret the new regulations Mr MacNamara (Deputy Minister of Labour and Director of National Selective Service) implied (3 Feb 42) that the onus rested with Divisional Registrars to prove that a man was not engaged in essential agricultural work, rather than for the man to prove that he was an essential agricultural worker (129). Once this interpretation became known, it was realized by the military that recruiting would come to a virtual end in rural areas (130). Furthermore, in practice there was nothing to prevent farmers from leaving the land for better paid jobs in factories. For example, the following letter, despatched by the District Recruiting Officer in Saskatchewan (M.D. No. 12) to Ottawa on 11 Feb 43 reported:

I have travelled this province from north to south and from east to west and I am personally very definitely convinced that the calling of men under N.R.M.A. or the enlistment of men in the Canadian Army (Active) from the farms has not, as a whole, seriously interfered with farming operations. Any shortage of farm labour that has been created in this province cannot be laid on the doorstep of the Armed Forces but rather on the fact that industry is offering such attractive wages and that men have left the province of Saskatchewan, literally, in the thousands to accept these well paying jobs.

If the Selective Service people are going to be limited in the calls that they can make for farm personnel then it seems to me that there should be some way of the Board being assured that these men, who are exempt from call because of their association with farm work, be compelled to remain on farms and it might be necessary to go farther than that. Some form of regimentation would have to be put into effect to distribute the present farm labour over the entire province. We have literally hundreds of cases of one farmer having three or four sons to operate a small farm while another farmer just across the road whose sons are in the forces is carrying on, in all probability, greater activities with no help at all to speak of (131).

6, During the debate on his estimates in the House of Commons on 21 May, the Minister of Agriculture stated that the agricultural labour force had declined from 1,080,000 male family workers and 285,000 hired men in March 1939 to 880,000 male family members and 140,000 hired men in March 1943. Mr Gardiner also conceded that only 175,000 of the 250,000 farmers who had left their homes in the autumn for the lumber camps and mines were expected to return for spring planting (132). Then followed an exchange with the Member from Bow River (Alberta):

Mr Johnston (Bow River): Did those who left the farm and went into lumbering or some other industry have to get permission of selective service to leave the farm?

Mr Gardiner: They were compelled to get permits to go and to give undertakings that they would come back in the spring.

Mr Johnston (Bow River): Then, would not selective service have some check on those who did come back and those who refused to come back?

Mr Gardiner: There will be some check, but men who left the farm and entered the armed forces, for instance, will not be compelled to come back, and some were given permission to remain longer at the new work they undertook, provided they would return to the farm when required.

Mr Perley: Can the Minister give us an idea of the number of men who left the farm after the farm freezing order? I should like to get the effect of that order.

Mr Gardiner: I have not the figures to enable me to reply. They can be produced only by the Minister of Labour when he has his estimates before the committee. I have not those figures (133).

The exchange continued but it seemed to the Opposition at any rate, that, although Mr Gardiner was responsible for agricultural production, he assumed no responsibility for the number of men so engaged and had no idea of their number (134). During the debate of 23 Jun on the Department of Labour's estimates Hon. Humphrey Mitchell stated that 175,000 men had left farms during the previous winter to work elsewhere but only 104,819 had secured temporary permits from local Employment Offices. Mr Mitchell argued that the remainder had been otherwise engaged for periods of less than 60 days (135).

7. Spring leave had been extended from four to six weeks and 1604 soldiers had availed themselves of the opportunity, with 168 of them receiving extensions. During the period 17 Mar-3 Jun 43 a further 2847 men were on "compassionate" farm leave (136). Representatives of the Departments of Agriculture, Labour and National Defence held several meetings before agreement on "harvest leave" was reached on 19 Jul (137): an Order in Council was promulgated on 24 Jul and detailed instructions issued as Canadian Army Routine Order 3456, effective 31 Jul 43. Under this scheme, which was closely linked with the Dominion-Provincial Farm Labour Programme\*, Compassionate Farm Leave might be given for periods up to six months, without pay and allowances or other benefits:

... to men for the purpose of working on farms owned by members of their immediate family where there would be undue hardship if the leave were not granted. This leave is applicable where the relative working the farm is, because of old age or disability, incapable of continuing to do so and, by reason of their enlistment or enrolment, there is no other member of the family available to assist.

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\*During the summer of 1942 the Dominion Government had made arrangements with all but three of the Provinces to share expenses in the organization, recruitment and placing of temporary farm labour to help with the harvest. Dominion-Provincial Farm Labour Committees were formed, with local committees of farmers who worked with the Provincial agricultural representatives on harvest problems. Students were recruited for harvesting. Order in Council 3620 of 4 May 43 set forth the conditions under which the Dominion-Provincial Farm Labour Programme should be extended to all provinces (138).

Provision also was made whereby other experienced farm workers (not claimable by relatives) might be detailed for Farm Duty, if they were neither undergoing training nor G.S. personnel of an age and category suitable for overseas service. The respective D.O.C. (or G.O.C.) and the Director of the Dominion-Provincial Farm Labour Plan would have to be satisfied, however, that all farmers requesting assistance were substantial producers of foodstuffs and that the release of such men would not interfere with essential military duties. A maximum of 10 per cent of the strength of operational units but any number of men on home war establishment, might be made available for Farm Leave and Farm Duty.

8. Thus the harvest was collected with the help of approximately 16,000 members of the Armed Forces (139). Approximately 400 soldiers on compassionate farm leave, 2,000 soldiers on harvest leave and 516 soldiers on Farm duty assisted with the harvest in Saskatchewan. Of the last category, 393 came from Pacific Command and 65 from Eastern Canada. Very little use was made of the farm duty plan in British Columbia and Ontario but considerable assistance was given by members of the Armed Forces on weekend or other short leave. Farmers in western Canada paid \$4.00 for each day actually worked, plus room and board. Replying to one letter protesting against having to pay soldiers this sum for picking fruit in British Columbia, Mr Ralston wrote that such matters really were the concern of the Department of Labour but added:

I fear sometimes that there is a mistaken idea that the manpower from agriculture has all gone to the Fighting Services, but I find, and I think you will find it also, that men have gone from the farm in even greater numbers to take up civilian employment. I do feel that this source from which farmers could be repatriated should not be lost sight of instead of instinctively turning attention to the Armed Forces when men are needed (140).

9. Mr MacNamara's solution for dealing with farm workers who sought employment elsewhere was greater control through local Employment Offices (141). The Vice Adjutant-General was favourable (142) but the Deputy Minister of Agriculture for New Brunswick (who also had been queried) raised the following objection:

Due to the distance a great many of our farmers live from your employment office and the reluctance of our farmers to write letters we question the wisdom of applying a permit system between farm employment and employees (143).

10. An answer in similar vein was reported by the Director of Employment Service and Unemployment Insurance after an autumn visit to the south shore of the St. Lawrence. On 11 Oct he reported to Mr MacNamara that no compulsory transfers were made unless initiated by regional head office: more outside officials were needed since "the local officers simply will not ship out of their territory their old school mates and friends of long standing, and for the most part there are no high priority jobs into which these persons may be moved locally (144)." Furthermore;

Our Managers stated quite frankly that the farm labour would not come into the offices. The reason for this is that they are afraid that the offices will, in some manner, cancel their deferments as farmers and hand them over to the military authorities. For instance, when asking the Victoriaville Placement Officer if there was any objection when he checked the mobilization status of every applicant, he replied, "No, none at all, because I simply