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MILITARY MANUAL OF CIVIL AFFAIRS
NOV. 1943

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FILMED AS FOUND
IN COLLECTION

Subject: Military Manual of Civil Affairs in the Field.

C. C. A. O.

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I have perused the copy of the above Manual which has been received at this Headquarters. There are a considerable number of subjects which are dealt with in this Manual in a much clearer way than in the AMG Manual, and there are other subjects which are dealt with in a manner which, I think, in the light of experience, need some amendment. The Manual is of course not binding on any Allied Military Government and it seems rather a pity that a common form of Manual applicable to British and American civil affairs has not been issued jointly by London and Washington. I have made some comments below from experience of the Legal side which may be of interest to you when considering the Manual.

1. CHAIN OF COMMAND.

This has caused some considerable trouble on the Legal side in AMG, and, in spite of the provisions of the AMOT Plan (see page 7 of AMG Manual), the position has never been clearly understood with regard to operational areas. Chapter 5 of the War Office Manual is very clear and concise and it shows that the British view is that the Army Commander has the responsibility for Military Government in his Army area. AMT 380 Civil Affairs Officers attached to units in the Army area are Army Troops and they are under the command of the Senior Civil Affairs Officer who is also the Senior Staff Officer of the Civil Affairs Branch on the Army Commander's Staff. The Senior Civil Affairs Officer carries out the policy of military government laid down by the Chief Civil Affairs Officer, unless he is directed otherwise in writing by the Army Commander, and the relation between the Chief Civil Affairs Officer and the Senior Civil Affairs Officer is, therefore, the same as that between the head of any other service at G.H.Q. and the senior officer of that service with Army. It is to be noted that under Para. 3(c) of Chapter 5 the Senior Civil Affairs Officer issues any subsidiary orders in the name of the Army Commander and in my opinion that provision could well be applied with benefit in AMG. For example, at the present time it is laid down in the AMG Manual that the appointment of Superior and General Courts must be made by Army, Corps or Divisional Commanders. That, I think, is wrong and it would save a great deal of time and trouble if the Senior Civil Affairs Officer with the Army was the officer who appointed General and Superior Military Courts in Army areas on behalf of the Army Commander.

2. DURATION OF MILITARY GOVERNMENT IN ENEMY TERRITORY.

In para 8 of Chapter 1 of the War Office Manual, it is stated that in enemy occupied territory military government will normally be maintained until a Treaty of Peace comes into force. I think the word "Armistice" should be substituted for the words "Treaty of Peace".

3. ACQUISITION OF LAWS.

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3. ANNULLMENT OF LAWS.

Chapter 6, para 2, states that the Commander in Chief has no power to annul laws of the occupied territory. This is strictly correct under international law but is, I think, politically unsound. The laws which are going to require modification in this war are those discriminatory laws of Fascism and Nazi origin. It was provided in the AMG directive that such discriminatory laws would be annulled, and I think rightly so. The mere suspension of such laws would have created a feeling of doubt amongst the population as to whether, once the occupation was over, such laws might not be revived. From the strict legal standpoint, it is probable that the annulment of a law by Proclamation could have no effect other than that of suspension during the period of military government, but it is still unwise in my opinion to state categorically that a law may be only suspended.

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4. LEGAL.

The legal provisions are contained in Chapter 9 of the War Office Manual and in a special Legal Manual which is referred to but which I have not seen. In para 8 there is an excellent instruction making it quite clear that Army personnel are not subject to Proclamations and Orders of the Military Governor, a fact which has not been realised in some British occupied territories. I think, perhaps, a fault has been committed by the Legal Division of AMG in not having arranged already for Army orders to be issued corresponding to certain provisions of Proclamations, e.g., to prevent members of the Army acquiring immovable property in occupied territory, and in any future planning it would be advisable to draft a set of orders which on commencement of occupation, the Army Commander should be asked to incorporate in his orders to his troops.

5. WAR CRIMINALS.

In para 17 of Chapter 9 it is provided that the Chief Civil Affairs Officer will not be responsible for setting up Courts to try war criminals - "that is persons who are to be tried for atrocities committed before the occupation began". The use of the term "war criminals" has become popular and its use can, no doubt, not be avoided now, but it is to be deprecated if the atrocities mentioned are to be defined as "war crimes". A war crime has a special legal meaning. For instance, a person caught by either belligerent robbing the dead or wounded of either belligerent should be tried immediately in the field for that war crime. The use of the term "war crime" in a recent telegram from the Combined Chiefs of Staff has confused the position a very great deal with regard to the trial of real war crimes when it is probable that the telegram was only intended to refer to the atrocities described above.

6. CIVILIAN EMPLOYEES.

It is unfortunate that para. 19 of Chapter 9 of the Manual does not contain a Directive with regard to the trial and imprisonment of civilians of British or Allied nationality who commit ordinary crimes in occupied territory.

7. PROPERTY CUSTODIANSHIP.

In spite of the provisions of Para. 413 of Chapter 14 of the Manual of Military Law that there is no obligation on a military occupant to protect abandoned property, the theory of custodianship of such property, with all the liabilities which are implicated by custodianship, is maintained in Chapter 10. It is indeed difficult to understand why a large body of valuable personnel should be assigned to looking after the properties of people in enemy territory who may be fighting against us, whilst no one has ever suggested that it might be the responsibility of the Government to look after the properties at home of one's own nationals who are absent abroad on military duty. The idea of custodianship is one which I have never seen advanced in any text book on international law and is, in my opinion, unsound. The highest duty which a military occupant has is to prevent looting and unnecessary damage so far as he is

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In spite of the provisions of Para. 41 of Chapter 14 of the Manual of Military Law that there is no obligation on a military occupant to protect abandoned property, the theory of custodianship of property with all the liabilities which are implicated by custodianship is maintained in Chapter 10. It is indeed difficult to understand why a large body of valuable personnel should be assigned to looking after the properties of people in enemy territory who may be fighting against us, whilst no one has ever suggested that it might be the responsibility of the Government to look after the properties at home of one's own nationals who are absent abroad on military duty. The idea of custodianship is one which I have never seen advanced in any text book on international law and is, in my opinion, unsound. The highest duty which a military occupant has is to prevent looting and unnecessary damage so far as he is able with the personnel available and this should never be extended beyond a police function. On the other hand the control of property in certain cases may be a very proper governmental function and a Controller of Property on the lines which exist in AMG is entirely correct.

8. POLICE.

Chapter 13 which deals with Police makes no reference to the functions of Police in occupied territory with regard to the presentation of cases before Military Courts and the collection of evidence for such cases. I am of the opinion that the obligations of the Public Safety Division in this respect should be defined.

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9. REQUISITIONING.

Requisitioning and seizure are dealt with in Chapter 27. Para. 2 of this chapter states "it is essential that the law which is given in detail in the Manual of Military Law, Chapter 14, be observed with scrupulous care". It is unfortunate, to say the least, that with all the troubles which have arisen in the past over attempting to construe paras. 415 and 416 of Chapter 14 of the Manual of Military Law, and with all the cables on the subject which have from time to time gone back to War Office, a complete and realistic modern directive on the subject of requisitioning and seizure is not contained in the new War Office Manual. The rules set out in Chapter 14 to be observed in distinguishing between property susceptible to direct military use and property required for military needs but not so susceptible are completely out of date and inadequate in a war such as this, which is dependent upon supply. The directive contained in the new Manual puts the problem back to where it was in the obscure days of 1940 when we had to consider such problems as whether petrol for motor vehicles was susceptible to direct military use and whether supplies, which were of urgent need for the civil population, could be requisitioned or seized when such supplies were clearly not required to meet the needs of the Army. A clear directive on Supply generally and in co-ordination with Army Supply Services needs also to be provided.

HER/JG.

H. E. ROWE,
Lieut. Colonel,
Chief Legal Officer.

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MILITARY

MANUAL OF

CIVIL AFFAIRS

IN THE FIELD

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MILITARY
MANUAL OF
CIVIL AFFAIRS
IN THE FIELD

*Published by Civil Affairs Branch, War Office.
Revised at 15. A. 6 23.10.43.*

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MILITARY MANUAL OF CIVIL AFFAIRS IN THE FIELDForewordPart I - General

Chapter I. General.

- " II. Organization of the Civil Affairs Branch in the Field.
- " III. Duties of Civil Affairs Officers.
- " IV. Operation of Military Government.
- " V. Relation of the Civil Affairs Branch to Military Commanders.
- " VI. Relations with the Civil Government and Population.
- " VII. Civil Affairs Planning.

Part II - Duties of Civil Affairs SectionsMILITARY GOVERNMENT DIVISION.

- Chapter VIII. Command and Administration.
- " IX. Legal.
- " X. Property Custodianship.
- " XI. Public Safety.
- " XII. Security.
- " XIII. Police.
- " XIV. Civil Defence.
- " XV. Air Defence.
- " XVI. Bomb Dump and Clearance of Minefields.
- " XVII. Intelligence.
- " XVIII. Public Relations.
- " XIX. Stationery Supplies, Printing & Newspaper Production.
- " XX. Postal and Telecommunications Censorship.
- " XXI. Education.
- " XXII. Fine Arts and Monuments.

3. FINANCE DIVISION.

- II. Organization of the Civil Affairs Branch in the Field.
- III. Duties of Civil Affairs Officers.
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- XI. Education.
- XII. Fine Arts and Monuments.

B. FINANCE DIVISION.

- Chapter XXII. Finance, Banking and Currency.
- XXIV. Expenditures and Accounting.

Part II (contd)

D. ECONOMICS DIVISION

- Chapter XXV. Equipment and Stores.
- " XXVI. Trade and Industry.
- " XXVII. Regulation and Seizure.
- " XXVIII. Agriculture.
- " XXIX. Rail.
- " XXX. Salvage.
- " XXXI. Labour.

E. PUBLIC SERVICES DIVISION

- Chapter XXXII. Telephones and Telegraphs.
- " XXXIII. Postal Services.
- " XXXIV. Movements and Transportation.
- " XXXV. Road Transport.
- " XXXVI. Public Works.

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F. PUBLIC WELFARE DIVISION

- Chapter XXXVII. Public Welfare.
- " XXXVIII. Health.
- " XXXIX. Relief Supply.
- " XL. Emergency Relief.

APPENDIX

Authorized Abbreviations.

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Chapter XXII. Telephones and Telegraphs.
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" XXIX. Relief Supply.
" XL. Emergency Relief.

APPENDIX

Authorized Abbreviations.

MILITARY MANUAL ON CIVIL AFFAIRS IN THE FUTUREPART ICHAPTER IGENERALDEFINITION OF MILITARY GOVERNMENT

1. U.S.A. Vol. I, page xvii, defines military government as:-

"M. government by military authority exercised by the Commander-in-Chief in place of or supplementary to the civil government of the occupied territory".

THE C.-in-C.'s DUTY

2. The C.-in-C. exercises his authority as a function of command. He is ex officio Military Governor of the territory his forces occupy, though he may delegate this appointment if he wishes. His supreme authority is limited only by the laws and customs of war and by such instructions as he may receive from the government or government which he is responsible.

APPLICATION OF KNOWN PRINCIPLES

3. While paras 1 and 2 are of general application, they should in relation to liberated allied territory be read in the light of paras 9 to 14 below.

INTERNATIONAL LAW

4. The most important laws and customs of war are embodied in the various Geneva Conventions, which recognize and establish certain rules for military governments. Great Britain has set her seal to them and they are binding on her towards all other signatories. Where nations have, then signing, accepted certain clauses, other nations are not bound by those clauses towards those nations. The Conventions are discussed at length in the Manual of Military Law Chapter XIV. Some indication of the way law is given in Chapter VI.

THE ORGANIZATION OF MILITARY GOVERNMENT

5. The Military Governor has on his staff a Chief Civil Affairs Officer (C.C.A.O.) who is:-

(a) his principal staff officer for Civil Affairs,

(b) in charge of the military government of the occupied territory.

(c) head of the Civil Affairs Branch which carries out the work

THE C.I.A. - CIVIL AFFAIRS

2. The C.I.A. exercises his authority as a function of command. He is ex-officio Military Governor of the territory his forces occupy, though he may delegate this appointment if he wishes. His supreme authority is limited only by the laws and customs of war and by such instructions as he may receive from the government or government which he is responsible.

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APPLICABILITY OF MILITARY LAWS

3. With paras 1 and 2 are of general application, they should in relation to liberated Allied territory be read in the light of paras 3 to 14 below.

INTERNATIONAL LAW

4. The most important laws and customs of war are embodied in the various Hague Conventions, which recognise and establish certain rules for military government. Great Britain has set her seal to them and they are binding on her towards all other signatories. Where nations have, then signing, reserved certain clauses, other nations are not bound by those clauses towards those nations. The Conventions are discussed at length in the Manual of Military Law Chapter XIV. Some indication of what may not be done is given in Chapter VI.

THE MACHINERY OF MILITARY GOVERNMENT

5. The Military Governor has on his staff a Chief Civil Affairs Officer (C.C.A.O.) who is:-

- (a) his principal staff officer for Civil Affairs,
- (b) in charge of the military government of the occupied territory,
- (c) head of the Civil Affairs Branch which carries out the work of government. How it is organised to do so is described in Chapter II.

It is the duty of the C.C.A.O. and the Civil Affairs Branch to bear the chief responsibility of administering the civil population and so relieve the occupying forces to perform their paramount military tasks.

THE OBJECTS OF MILITARY GOVERNMENT

6. The object of military government is to further present and future military operations by:-

- (a) Ensuring the security of the occupying forces,

(b) Maintaining

- (b) Maintaining good order,
- (c) Conserving fighting troops for active operations,
- (d) Developing the economic resources of the occupied territory.

The sooner a just and stable government of the occupied territory can be established, the better will these objects be achieved.

THE PRINCIPLES OF MILITARY GOVERNMENT

(a) Military Necessity

The principle of military necessity may be used to justify all measures which:-

- (i) are required to bring about the complete submission of the enemy in the shortest possible time and
- (ii) are not forbidden by the laws and customs of war.

The principle of military necessity is not, however, to be lightly invoked and commanders of any rank who do invoke it may be required later to justify having done so.

(b) Benefit of the Governed

Subject to military necessity, the principle of governing for benefit of the governed should always be observed. Justice, honour and humanity are the principles for which the British fight. We cannot afford not to display them when we ourselves are called upon to govern, least of all when we govern by the sanction of armed force. Moreover, a harsh, unjust and oppressive government will not achieve its immediate objects nor contribute to its ultimate aim of a favourable and enduring peace.

(c) Utilization of National and Local Authorities

Separate and specially trained personnel is required for military government but every officer and man engaged in it is withdrawn from either the field forces or some other branch of the war effort. Economy in personnel is therefore essential. For this reason direct administration will be avoided. Whenever military conditions permit, control will be exercised through existing or re-established civilian authorities. The eventual layout of the military government organization will therefore conform to civil-political rather than to military boundaries.

THE OPERATION OF MILITARY GOVERNMENT IN OCCUPIED TERRITORY

- 6. In enemy territory military government will normally be maintained

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THE LOCATION OF MILITARY GOVERNMENT IN ENEMY TERRITORY

8. In enemy territory military government will normally be maintained until a treaty of peace comes into force.

THE IMPARTIALITY OF THE C.-IN-C.'s RESPONSIBILITY IN LIBERATED ALLIED TERRITORY.

9. In all liberated Allied territories the C.-in-C. will retain exclusive responsibility for the civil administration for so long as military control is in his opinion essential for the conduct of operations. But it is the policy of H.M. Government that the responsibility for the civil administration should be transferred to the legitimate Allied government recognised by H.M. Government as soon as

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the military situation permits this to be done in any specific area. Same Allied countries may not be represented by recognized Allied governments: the procedure to be adopted for them will depend on political developments.

EXPENSE OF THE G.-IN-C.'s RESPONSIBILITY IN LIBERATED ALLIED TERRITORY

In Allied territory it is intended to make full use of the services of local authorities loyal to the Allied cause, as well as of the advice and assistance of specialized Allied officers, who will be included in an Allied Military Mission accredited to the G.-in-C. Where a country is represented by a legitimate government or national authority recognized by the G. Government, the closest co-operation must be maintained with the representatives thereof.

It may invariably be assumed that the mass of the population is friendly to the United Nations, will welcome liberation from the enemy and will be prepared to co-operate in rebuilding the civil administration of their country and in furthering operations for the total defeat of the enemy. At the same time, the reactions of independent peoples who have been compelled to submit to a harsh and hated enemy will only to find that they are at once to come under another alien authority, albeit an honourable and friendly one, exercising its power with the consent of their own legitimate government. But for a period to which no limit can be announced, may well be those of surprise, disappointment and even resentment. It will be the task of Civil Affairs officers to counter this natural reaction by the tact and understanding with which they carry out the function of executive control which on behalf of the G.-in-C. they are bound to exercise.

LIBERATED BRITISH TERRITORY

Special instructions will be issued for the administration of British territory recovered from occupation by the enemy.

CHAPTER II

ORGANIZATION OF THE CIVIL AFFAIRS BRANCH

GENERAL

1. Stability tempered by flexibility is the guiding principle of a successful military government plan. While operations are actually in progress, first aid measures alone can be carried out and no settled machinery can be established. A regular organization must, however, be set up as soon as possible. Its general outlines should have been settled in advance and personnel held ready to implement it in momentary conditions permit.

ORGANIZATION WITH CIVIL GOVERNMENT ORGANIZATION

2. As the practice noted by which the Civil Affairs Branch secures the objects of military government is by control through existing or re-established civil authorities, it follows that the organization of the Branch for military government must conform to that of the civil government which it is to control. It is therefore not possible to lay down a universal organization. In most countries, however, the central government exercises its authority through territorial sub-divisions such as regions and provinces, which are again sub-divided in successive stages down to parishes or communes. The extent to which the organization of military government will have to be similarly sub-divided will depend on conditions. Sub-division into provinces or regions would almost certainly be required. What is said below about relations between S.C.A.O. and S.C.A.C.'s of regions will apply mutatis mutandis to relations between S.C.A.C.'s and S.C.A.'s C.A. in charge of lower sub-divisions. It would clearly be convenient to use the same title for the military government sub-division as for the civil sub-division it controls, e.g. S.C.A.C. North-West Region or S.C.A.C. Tripoli Province.

SPECIALIST CHAIN OF RESPONSIBILITY

3. The principle of conforming to the civil political organization will not necessarily govern the chain of responsibility for certain specialist activities. For instance, railways will rarely be organized in accordance with provincial sub-divisions.

RESPONSIBILITY OF THE C.A.C.

the C.A.C. in-charge for the military

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COORDINATION WITH CIVIL GOVERNMENT ORGANIZATION

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RESPONSIBILITY ON THE C.C.A.O.

4.

The C.C.A.O. is responsible to the C-in-C. for the military government of the occupied territory in accordance with the policy laid down by the C-in-C. and the War Office. He is the head of the Civil Affairs Branch and as such ranks as the head of a service within the meaning of P.S.D. Vol. I, Chapter VII, Sections 61 and 62. All personnel of the Civil Affairs Branch are under him for command, discipline and administration. It will be at the discretion of the Military Governor to delegate to the C.C.A.O. the necessary powers to issue ordinances, orders and instructions to the civil authorities and population and he may authorize the C.C.A.O. to delegate similar powers to officers under his command. The C.C.A.O. must work in close collaboration with the senior administrative officer of the force and

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must ensure that any such ordinances etc. issued to the civil authorities and regulations which may in any way affect the administration or discipline of the armed forces do not run counter to the senior administrative officer's policy. The duty of reviewing the proceedings of military courts, except proceedings involving a sentence of death, will normally be delegated by the Military Governor to the C.C.A.O., who may further delegate them at his discretion (see Chapter IV).

ISSUE OF ORDERS (WHEN RESPONSIBILITY HAS BEEN DELEGATED)

When responsibility for military government has been delegated as described in Chapter V all orders and instructions about civil affairs will be addressed to the commander concerned and not to the S.C.A.O. Such orders will be prepared by the Civil Affairs staff of the next higher commander working in close collaboration with the corresponding branches of the military staff (by the C.C.A.O.'s staff at C.E.S.).

As soon as the normal civil affairs chain of responsibility comes into force orders and instructions about civil affairs will be addressed by the C.C.A.O. direct to the S.C.A.O.'s whom he has designated as heads of territorial sub-divisions under him.

ORGANIZATION OF THE CIVIL AFFAIRS BRANCH AT C.E.S.

Some variation in the organization of the Civil Affairs Branch at C.E.S. will be imposed by the necessity of conforming to the civil government organization of the occupied territory. It will usually, however, be desirable to divide the Civil Affairs staff at Headquarters into the following Divisions with Sections under each dealing with the subjects shown:-

(a) Military Government Division

Commandant, Civil Affairs Branch, (responsible for the administration of the whole Civil Affairs Branch).

Quatermaster of Allied and Enemy Property.

Education.

Finance and Munitions.

Intelligence.

Legal.

Public Relations (including all censorship).

Public Safety (including Host Disposal, Civil Defence, Fire Defence and Police).

(b) Finance, Shipping and Currency Division

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5. When responsibility for military government has been delegated as described in Chapter V all orders and instructions about civil affairs will be addressed to the commander concerned and not to the S.C.A.O. Such orders will be prepared by the Civil Affairs staff at the next higher commander working in close collaboration with the corresponding branches of the military staff (by the C.C.A.O.'s staff at G.H.Q.).

As soon as the normal civil affairs chain of responsibility comes into force orders and instructions about civil affairs will be addressed by the C.C.A.O. direct to the S.C.A.O.'s when he has designated as heads of territorial sub-divisions under him.

ORGANIZATION OF THE CIVIL AFFAIRS BRANCH AT G.H.Q.

6. Some variation in the organization of the Civil Affairs Branch at G.H.Q. will be imposed by the necessity of conforming to the civil government organization of the occupied territory. It will usually, however, be desirable to divide the Civil Affairs staff at Headquarters into the following Divisions with Sections under each dealing with the subjects shown:-
- (a) Military Government Division
 - Commandant, Civil Affairs Branch, (responsible for the administration of the whole Civil Affairs Branch).
 - Custody of Allied and Enemy Property.
 - Education.
 - Arms and Munitions.
 - Intelligence.
 - Legal.
 - Public Relations (including all Censorship).
 - Public Safety (including Bomb Disposal, Civil Defence, Fire Defence and Police).

(b) Finance, Banking and Currency Division

(c) Economics Division

- Agriculture.
- Fuel.
- Labour.
- Requisitioning (in its Civil Affairs aspect).
- Salvage.
- Trade and Industry.

(d) Public Services Division

- Public Works.
- Telecommunications (including Postal Services).
- Transportation.

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(e) Public Welfare Division:

Emergency Relief.
General Welfare.
Health.
Relief Supply.

It will usually be advisable to appoint the officer to co-ordinate the work of (c), (d) and (e) above, the functions of which taken together correspond generally to those of A and Q on a formation staff.

ORGANIZATION OF STAFFS AT REGIONS

7. The general pattern of the organization adopted at G.H.Q. should be followed at regions and at lower echelons. The number of officers on such staffs will normally be fewer and less sub-division of specialized duties will therefore be possible.

ORGANIZATION OF SPECIALIST SERVICES

8. Certain functions, for instance Health and Public Works, are technical in nature. Certain others, such as Telecommunications and Transportation, will not admit of organization in accordance with regional boundaries. S.C.A.O.'s of regions will however continue to be responsible for the military government of their regions and must be kept informed of and if necessary consulted about measures, including priorities of tasks laid down, which may affect their responsibilities. Where an S.C.A.O. has technical specialist officers on his staff, policy instructions should be addressed to him and only technical instructions sent direct to the technical officers.

In certain technical matters, especially in matters affecting movement and transportation, the senior administrative officer on the C.-in-C's staff will be responsible for determining the policy to be followed in the theatre of operations as a whole. In these matters, Civil Affairs specialist services will conform to the policy laid down by the senior administrative officer of the force through the heads of the corresponding services on the military staff. These matters are defined in the sections of Part II dealing with functions of specialist services.

ADVISERS

9. Advisers on such matters as education and monuments and fine arts may be attached to the staff of the C.C.A.O. or to regions. Such advisers have no executive powers. Instructions to lower echelons on the subjects covered by these officers will be issued by the Section concerned and addressed to the appropriate S.C.A.O.

NAVY AND AIR FORCES

10. Neither R.N. nor R.A.F. contemplate any organization for civil affairs. However, where equally with the

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9. Advisers on such matters as education and monuments and fine arts may be attached to the staff of the C.C.A.O. or to regions. Such advisers have no executive powers. Instructions to lower echelons on the subjects covered by these officers will be issued by the Section concerned and addressed to the appropriate S.C.A.O.

NAVY AND AIR FORCES

10. Neither R.N. nor R.A.F. contemplate any organization for civil affairs. Navy and Air Forces must, however, share equally with the army services which the Civil Affairs Branch provides in such matters as labour, for instance. The C.C.A.O. will ensure that agreement is reached with responsible navy and air force authorities on all matters in connection with which their presence in occupied territory may affect his responsibilities.

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Close liaison will be maintained with navy and air force representatives at all levels.

CIVIL ORGANIZATIONS

11. So long as military government is maintained in the occupied territory, any civil organization which may operate, for relief or any other purposes, will do so only with the consent of the C.-in-C. and under the control of the C.A.M.O. acting for him. This control will normally be exercised by the appropriate section of the Civil Affairs Branch.

FOREIGN CONSULS AND REPRESENTATIVES

12. While military government is maintained foreign Consuls or representatives will not be allowed except with the permission of the C.-in-C. It may, however, be necessary for their functions to be carried out on their behalf; if so this will be the responsibility of the Civil Affairs Branch. A section for this purpose may be required under the Military Government Division.

CHAPTER IIIDEUTIES OF CIVIL AFFAIRS OFFICERSGENERAL

1. Very high personal qualities are required of a Civil Affairs officer in so much as he is responsible for both military and civil matters. A Civil Affairs officer, so long as he is anywhere within the occupied territory, represents the C.-in-C.'s authority and must govern his conduct accordingly. He is always on duty, whether in his office, touring his district, taking meals at a hotel, relaxing at a theatre or in his quarters, or even when on leave outside his own district.

CONDUCT

2. He must always remember that it is by his conduct even more than by that of other officers of the army that his country will be judged. His behaviour will not be without effect upon the permanence of the peace settlement, which in enemy countries at least will be negotiated during his tenure of office and whose effect immediately upon its termination.

ABSTINENCE FROM POLITICS

3. The business of the Civil Affairs Branch is to administer military government for the objects set out in Chapter I, paragraph 6. These objects do not include anything political. A Civil Affairs officer must be scrupulous not to take any part in the politics of the occupied territory, liberated or enemy. He must be equally scrupulous not to show any personal political standpoint, save that which is officially enjoined on him towards Nazism, Fascism and their equivalents. To remain aloof from politics will be particularly difficult in liberated territory and particularly important.

PRINCIPLES

4. In the exercise of his duty a Civil Affairs officer should be guided by the following principles:-
 - (a) Self-reliance and initiative, especially in the early stages of an occupation. He must display those qualities himself and stimulate them in others. He must not wait for orders nor expect help from his superiors, who will probably be unable to communicate with him, nor from the fighting forces, whose business it is to

COMMENT

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The business of the Civil Affairs Branch is to administer military government for the objects set out in Chapter I, paragraph 5. These objects do not include anything political. A Civil Affairs officer must be scrupulous not to take any part in the politics of the occupied territory, liberated or enemy. He must be equally scrupulous not to show any personal political standpoint, save that which is officially enjoined on him towards Russian, Fascist and their satellites. To remain aloof from politics will be particularly difficult in liberated territory - and particularly important.

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(a) Self-reliance and initiative, especially in the early stages of an occupation. He must display these qualities himself and stimulate them in others. He must not wait for orders nor expect help from his superiors, who will probably be unable to communicate with him, nor from the fighting forces, whose business is to defeat the enemy.

(b) Permanence of the objects of military government. The interests of the army come first, especially in the early stages. It is in these stages that pity for the sufferings of the civil population, particularly in liberated territory, may obscure his perception that the best way to help them is by concentrating on the defeat of the enemy.

(c)/

(c) Making changes slowly. In spite of the best of previous intelligence actual conditions will contain much that is unexpected. It is better to continue something which is capable of operation than to replace it by something new devised without enough study.

(d) Good relations with the governed. Good government cannot be achieved by mere command. Good relations with the people for whom a Civil Affairs officer is responsible and especially with the authorities who have to carry out his instructions will do more than the most just administration to ensure the attainment of the objects for which military government has been set up.

(e) Patience. Many demands will be made on a Civil Affairs officer's patience. He should listen to those who have things to say to him. By doing so he will learn much, not necessarily what he is intended to learn. **2551** Knowledge must be the foundation of his judgment and it is by his judgment that he will fail or succeed. Many will offer him advice. He should weigh all advice with care, but let his own judgment guide his actions.

(f) Avoiding favour or intrigue. A Civil Affairs officer must beware of becoming identified with any persons or groups or with their interests. There is no price by way of favour that is not too high to pay for assistance. A Civil Affairs officer must stand alone except for such help as will be offered to him without expectation of reward. Civil Affairs officers are by their special position in the occupied territory precluded from indulging in any form of speculation, including dealings in currencies, however honest and in normal circumstances permissible.

(g) Sympathy. It is not possible to govern well without sympathy with the governed. Sympathy does not mean weakness and will not be so interpreted if it is combined with firmness and justice.

KNOWLEDGE OF COUNTRY AND PEOPLE

5. A Civil Affairs officer must know the country in which he finds himself, its history, traditions and religion and the racial origins and character of its people. He should if possible speak the language or languages fluently. If he does not he should

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STUDY OF COUNTRY AND PEOPLE

5. A Civil Affairs officer must know the country in which he finds himself, its history, traditions and religions and the racial origins and character of its people. He should if possible speak the language or languages fluently. If he does not he should try to acquire at least some knowledge of them. Otherwise he will be at the mercy of his interpreters.

Information

6. Information is the key to good Civil Affairs work. A Civil Affairs officer must maintain constant contact with the people of his district of all ranks and conditions. He must not be office-bound but must travel constantly and see for himself what is going on. Information is useless if not acted upon. A Civil Affairs officer must not only himself use the information he gains but must ensure that it is transmitted to those above him, on his level and below him to whom it may be valuable. All Civil Affairs officers should render

regularly

regular reports to their superiors. It is helpful if these reports follow a set form to ensure that all matters of importance are considered (see Chapter VII, para. 6(c)).

DETAILS

7. A Civil Affairs officer must keep in constant liaison with commanders and staffs of all units and formations in his district, including navy and air forces. His own task will be made much easier if all concerned - and all units in his district are concerned - understand what he is trying to do and know how what he does affects them. He should encourage commanders to call on him to assist in any difficulty they may have with civil officials or the population.

SPECIALIST QUALIFICATIONS

8. Some Civil Affairs officers have specialist qualifications but all are members of the Civil Affairs branch. It is more economic and will be the normal practice to employ specialists as such but they must be prepared to carry out the general duties of Civil Affairs officers, especially in emergencies. Similarly officers without specialist qualifications must be prepared in emergency to deal with specialist matters to the best of their ability.

RESPONSIBILITY AN ORDER

9. A Civil Affairs officer is part of the armed forces. He has the same responsibilities for those under him as have all other army officers. He will frequently be detached to places where the unit he commands must be self-contained. He must know how to obtain, maintain and replace the supplies, stores and equipment necessary. Above all he must look after the welfare of those under him, both military and civilian.

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CHAPTER IVOPERATION OF MILITARY GOVERNMENTGENERAL

1. In Chapter I, para. 7, three principles of military government are laid down. In the following paragraphs the implications of these principles as they affect the operation of military government are discussed.
2. The earliest possible restoration of order is the first essential. The imposition of military government, no less than the operations which will accompany it, will in itself shake the familiar rules of living. Additional restrictions may of course, have to be imposed forthwith. To impose an entirely new set of rules which would be equally strange to those who have to operate and to obey them would produce chaos. The existing body of laws should therefore be continued at once and only such changes made as the objects of military government require and its power can enforce. But it will be necessary to suspend the operation of laws such as anti-Jewish legislation which are repugnant to the principles for which the war is being fought.

3. Some changes which reverse practices which we cannot tolerate could probably be made without delay. Others, in force for some time, have established machinery which cannot be replaced at a moment's notice, even by ordering a reversion to earlier practice. Discretion is required, therefore, in making even changes which will clearly be desirable. Some measure of immediate satisfaction, accompanied by an assurance that the situation is being considered with a view to further change, may be the solution. It is bad policy to issue orders which afterwards have to be rescinded.

INDIRECT ADMINISTRATION

4. Direct administration will be avoided, not only to economize in manpower but because heavier burdens may normally be expected from the population in a system of government they understand and to which they are familiar. It may be necessary however to administer uncooperative countries directly, especially in the operation of police and justice.

USE OF EXISTING PERSONNEL OF GOVERNMENT

5. It follows that the existing machinery of government should be retained or re-established and the services of officials retained subject to security considerations, which must be assessed in conjunction with U.S.I.C. officials who have fled or who are removed must be replaced by a careful selection of substitutes will be necessary. Careful, in a better qualification than sympathy in a pastime, should be given, provided in political or moral record

2. The earliest possible restoration of order is the first essential. The imposition of military government, no less than the operations which will accompany it, will in itself shake the familiar rules of living. Additional restrictions may of course, have to be imposed certainly. To impose an entirely new set of rules which would be equally strange to those who have to operate and to obey them would produce chaos. The existing body of laws should therefore be continued at once and only such changes made as the objects of military government require and its power can enforce. But it will be necessary to suspend the operation of laws which are anti-Jewish legislation which are repugnant to the principles for which the war is being fought.

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3. Some changes which reverse practices which we cannot tolerate could probably be made without delay. Others, in force for some time, have established machinery which cannot be replaced at a moment's notice, even by ordering a reversion to earlier practice. Disruption is required, therefore, in making even changes which will clearly be desirable. Some measure of immediate reorganization, accompanied by an assurance that the situation is being considered with a view to further change, may be the solution. It is our policy to issue orders which afterwards have to be rescinded.

INDIRECT ADMINISTRATION

4. Direct administration will be avoided, not only to economize in manpower but because in the long run it may actually be expected from the population as a whole of government they understand and to individuals with whom they are familiar. It may be necessary however to administer undeveloped countries directly, especially in the operation of police and justice.

USE OF EXISTING MECHANISMS OF GOVERNMENT

5. It follows that the existing machinery of government should be utilized or re-established and the services of officials retained subject to security considerations, which must be assessed in conjunction with (S.I.F.). Officials who have fled or who are removed must be replaced but careful selection of substitutes will be necessary. Loyalty is a better qualification than sympathy in a candidate prepared to serve, provided his political or moral record is not altogether a blot.

AMOUNT OF CONTROL TO BE EXERCISED

6. The amount of control to be exercised is the minimum required to achieve the object. This is liberally allied territory comparatively few persons will probably be issued and much of their work will consist in advising rather than controlling the officials of the civil government. While it is clearly desirable on policy grounds that control is liberated allied territory should be as little interfered as possible, it is important that the ultimate rights of the U.S.A. as military governor should not be prejudiced. For the military governor's authority to be

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effective, it is not necessary that the whole territory should be occupied by troops. With the mobility of modern ground forces and the power of modern air forces, it will be possible and may be desirable to leave large districts without a garrison. It may be decided - after an analysis for instance - not to occupy certain specified districts at all, but the C.-in-C. may sometimes find it necessary to control the civil administration of them. His right to do this is not impaired by such a decision.

DEUTY OF OFFICIALS

The duty of carrying on their functions under the direction of the military government will be laid upon all officials who are to be retained. The Military Government's proclamation will state this duty but at the earliest possible moment it should be imposed personally by S.O.'s C.A. on the leading officials at least of every local authority whose territory is occupied, down to small towns or the equivalent of counties. No oath of allegiance may be demanded but an assurance of loyalty may and should be required. Officials can be compelled to carry out their duty. Although it will clearly be better policy to replace reluctant or recalcitrant senior personnel, the power of compulsion may have to be invoked to prevent strikes of government employees which would prejudice operations (see also Chapter XXII).

MILITARY GOVERNMENT'S PROCLAMATION

Although mention for the establishment of military government is derived from the fact of occupation it should be announced by a proclamation signed by the Military Governor. This should be issued in English and in the local language or languages and posted as soon as possible after entry into each successive portion of the territory occupied. The proclamation should:-

- (a) declare the occupation.
- (b) state its principles and policy.
- (c) proclaim the supremacy of the C.-in-C.
- (d) suggest the obligations of officials and inhabitants to the enemy government.

(e) enjoin:-

- (i) obedience to the occupying forces.
- (ii) abstention from hostile or disrespectful acts or words.

(f) confirm all existing laws and regulations in operation, subject to any modification that may be required.

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MILITARY LAWMAN'S PROCLAMATION

Although attention for the establishment of military government is derived from the fact of occupation it should be announced by a proclamation signed by the Military Governor. This should be issued in English and in the local language or languages and posted as soon as possible after entry into each successive portion of the territory occupied. The proclamation should:-

- (a) declare the occupation,
- (b) state its principles and policy,
- (c) proclaim the summary of the O.-in-C.,
- (d) suspend the obligations of officials and inhabitants to the enemy government,
- (e) enjoin:-
 - (i) obedience to the occupying forces,
 - (ii) abstention from hostile or disrespectful acts or words,
- (f) confirm all existing laws and regulations in operation, except as specified then or later,
- (g) order all officials of whatever rank to remain at their duty,
- (h) direct that all public services whether state or privately owned shall continue to operate,
- (i) assure the people that their persons, property, religion, domestic peace and honour will be protected,
- (j) instruct them to resume their usual occupations,
- (k) state that detailed ordinances governing or follow the proclamation.

ORDERS TO MILITARY COMMANDERS AND THOUGHTS

9. Orders to military commanders and general instructions to troops or civil affairs matters will be issued by the General Staff and it will be the responsibility of Civil Affairs staffs at all levels to prepare them.

LIMITED OPERATION ON MILITARY OPERATIONS

10. Military government is to operate only for the duration of the authority of the C.-in-C. and its scope is not to exceed the objects laid down for it in Chapter I, para. 5. Conformity with them should be the test applied to all measures contemplated.

MEASURES TO BE AVOIDED

11. Military government must not prejudice the post-war settlement by administering either unjustly or to cause lasting resentment among the population or inadvertently so that the future recovery of the territory is ruined. (This does not forbid measures justified by the exigencies of military necessity (see Chapter I, para. 7 (a)). Equally, long-term schemes of improvement and development should not be undertaken, especially those involving heavy capital outlay which the occupying power will have to supply and may not be able to recover. This applies no less to liberated Allied than to enemy territory.

SPECIAL SUBJECTS

12. Radical changes of all kinds should therefore be avoided ²⁵⁴⁹ as far as possible. Certain essential political matters, such as control of educational policy and the suspension of laws founded on Nazi doctrine, present difficult problems or which the C.-in-C. will require policy guidance. Such matters are included in the list given in Chapter VII, para. 5.

SELF-DEFENCE

13. Military government should be so organized as to require the minimum of help from army or from overseas resources. Its task is rather to assist the army. Local resources must be developed to the full and every kind of improvisation employed to achieve this end, especially in the early stages when very little shipping space can be spared and the army will need every man and machine for use in fighting the army.

FUTURE REQUIREMENTS

14. Some immediate calls will have to be made on the army for such requirements as guns, medical supplies, telecommunications facilities and possibly transport. Some essential Civil Affairs stores, such as five appliances, and other supplies, such as food, will have been included in the shipping tonnage allotted before operations begin. In addition, the needs of the territory in supplies and equipment of all kinds will have been estimated on the basis of information available. In order that such shipping space

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SPECIAL SUPPLIES

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Military government should be so organized as to require the minimum of help from army or from overseas resources. Its task is rather to assist the army. Local resources must be developed to the full and every kind of improvisation employed to achieve this end, especially in the early stages when very little shipping space can be secured and the army will need every man and machine for use in fighting the enemy.

SELF-RELIANCE

14.

Some immediate calls will have to be made on the army for such requirements as guards, medical supplies, telecommunications facilities and possibly troops out. Some essential Civil Affairs stores, such as fire appliances, and relief supplies, such as food, will have been included in the shipping tonnage settled before operations begin. In addition, the needs of the territory in supplies and equipment of all sorts will have been estimated on the basis of information available. In order that such shipping space as it may prove possible to allot to Civil Affairs may be used to the best advantage, it will be essential to review these estimates in the light of the resources within the territory actually possessed when it is occupied. Early and thorough reconnaissance reports will be required from every section of the Civil Affairs Branch.

RELIEF

15.

In accordance with the principle of the benefit of the governed (see Chapter I, para 7) it will be a responsibility of the military government to relieve the civil population so far as circumstances allow from the severe material hardships which the war will have inflicted on them. In the earliest stages military necessity imposes as a minimum standard for this relief the prevention of disease and

ment, either on both of which could interfere with operations and affect the security of the occupying forces. In the standard will require to be raised, so that the resources of the country may be developed and the prosecution of the war actively assisted. (See also Chapter XXVII part 2 & XXIX, para 2).

CONDITIONS TO BE EXPECTED

16. Conditions to be expected when territory is re-occupied will vary in accordance with such factors as:-

- (a) The severity and duration of the fighting,
- (b) The swiftness of our advance,
- (c) The length of time the enemy has been in occupation and the hardness of his resistance,
- (d) The attitude of the population,
- (e) The nature of the indigenous regime in power when operations begin,
- (f) The nature and resources of the country and whether it is predominantly agricultural or industrial,
- (g) The time of year.

Conditions as they may affect the various Sections are discussed in the appropriate chapters of Part II.

GENERAL PRINCIPLES

17. General points which will have to be considered in establishing military government in the immediate operational stage include in approximate order of priority:-

- (a) Control of refugees.
- (b) Guarding of installations and other points of importance to military operations and to the maintenance of civil life.
- (c) Prevention of looting.
- (d) Issuing of proclamations.
- (e) Re-establishing local officials at their posts.
- (f) Mobilising labour resources for immediate work for military needs, using any surplus for civil needs.
- (g) Clearing mines from essential roads.
- (h) Arresting suspects and undesirable.

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- (d) The attitude of the population,
 - (e) The nature of the indigenous regime in power when operations begin,
 - (f) The nature and resources of the country and whether it is predominantly agricultural or industrial,
 - (g) The time of year.

Conditions as they may affect the various Sections are discussed in the appropriate chapters of Part II.

FIRST PRIORITIES

17.

General points which will have to be considered in establishing military government in the immediate operational stage include in approximate order of priority:-

- (a) Control of refugees.
- (b) Guarding of installations and other points of importance to military operations and to the maintenance of civil life.
- (c) Prevention of looting.
- (d) Posting of proclamations.
- (e) Re-establishing local officials at their posts.
- (f) Mobilising labour resources for immediate work for military needs, using any surplus for civil needs.
- (g) Clearing debris from essential roads.
- (h) Arresting suspects and undesirable.
- (i) Care of refugees and sick and wounded.
- (j) Issues and enforcement of curfew and black-out orders.
- (k) Supplies of food, water, fuel and medical stores.
- (l) Establishing emergency fire defence measures.
- (m) Establishing emergency civil defence measures.
- (n) Re-establishing civil police force.

Each of these matters is particularly concerned the various Sections are discussed further in the appropriate Chapters of Part II.

CHAPTER VRELATION OF CIVIL AFFAIRS BRANCHTO MILITARY COMMANDERSDIVISION OF RESPONSIBILITY

1. The C-in-C. will decide when delegation of responsibility for the military government of specific areas to subordinate commanders is required by the military situation. The precise division of responsibilities must be defined by the C-in-C. but should normally be as laid down in the following paragraphs. It is the duty of the C.C.A.C. to ensure that the responsibilities of himself and his officers are clearly defined. How the delegation of responsibility affects the chain of command is discussed in Chapter II, para. 5.

DEFINITION OF THE OPERATIONAL PHASE

2. For so long as any commander of a mobile formation is allotted any territorial responsibility in his capacity as a commander of that formation he will be responsible for military government within the limits of the territory assigned to him. During that period all Civil Affairs officers within his territory will be under his command. All regulations applicable to the civil population as a whole which are not signed by the Military Governor or the C.C.A.C. are signed specifically in his name will be signed by the formation commander and not by the senior Civil Affairs officer within that commander's territory.

DEFINITION OF S.C.A.C. ON GRANT OFMILITARY COMMANDER

3. The military commander to whom responsibility for military government has been delegated is in effect the Military Governor of the territory within the boundaries of his command. The duties of the S.C.A.C. appointed to his staff will therefore be similar to those of the C.C.A.C. on the staff of the Military Governor (see Chapter I, para. 5 and Chapter II, para. 4).

He will:-

- (a) Advise the military commander on military government,
- (b) Carry out military government on behalf of the commander,

and perform such other duties as may be required.

down in the following paragraphs. It is the duty of the S.C.A.O. to ensure that the responsibilities of himself and his officers are clearly defined. How the delegation of responsibility affects the chain of command is discussed in Chapter II, para. 5.

DIVISION DURING THE OPERATIONAL PHASE

2. For as long as any commander of a mobile formation is allotted any territorial responsibility in his capacity as a commander of that formation he will be responsible for military government within the limits of the territory assigned to him. During that period all Civil Affairs officers within his territory will be under his command. All regulations applicable to the civil population as a whole which are not signed by the Military Governor or the S.C.A.O. acting specifically in his name will be signed by the formation commander and not by the senior Civil Affairs officer within that commander's territory.

RESPONSIBILITIES OF S.C.A.O. ON STAFF OF MILITARY COMMANDER

3. The military commander to whom responsibility for military government has been delegated is in effect the Military Governor of the territory within the boundaries of his command. The duties of the S.C.A.O. appointed to his staff will therefore be similar to those of the S.C.A.O. on the staff of the Military Governor (see Chapter I, para. 5 and Chapter II, para. 4).

He will:-

- (a) Advise the military commander on military government;
- (b) Carry out military government on behalf of the commander;
- (c) Issue any subsidiary orders other than regulations applicable to the civil population as a whole;
- (d) Command all Civil Affairs personnel within the commander's territory;
- (e) Ensure that the S.C.A.O.'s policy for military government is carried out. If the military commander orders the S.C.A.O. to take any action contrary to this policy and the emergency does not permit him to refer to the S.C.A.O., the instruction of the military commander will be obeyed, but will be obtained in writing.

- (2) Insured that he is consulted on all matters affecting Civil Affairs.

ARMED INTERVENTION

4. If responsibility for military government is further sub-delegated by a subordinate military commander, the same conditions will govern the relationship of that commander and the senior Civil Affairs officer within his territory. Responsibility should not normally be delegated below Corps level.

PERMANENTLY ARMED MILITARY HAS OWNED ON

5. As soon as operational considerations permit, responsibility for military government should be withdrawn from military commanders and invested in S.C.O.'s of regions under C.S.O. This will normally be when the landing operations in contact with the enemy have ceased on, but it may be delayed if extensive mopping-up of pockets of resistance or guerrilla is necessary. Energetic action by Civil Affairs officers in the early stages will often hasten the withdrawal of the military commander's responsibility and free him to concentrate on fighting the enemy.

RESPONSIBILITY OF S.C.O.'S AND MILITARY COMMANDERS

6. When the responsibility for military government has passed to the S.C.O., he must always consider how his actions may affect military interests in his district. He must always consult the military commander before issuing any instructions that affect his army.

CONTROL OF MILITARY COMMANDERS IN EMERGENCY

7. In military emergency such as grave internal disorder or external aggression the military commander may intervene and assume responsibility for military government. Such intervention will be reported at once to the C.S.O.

CONCLUSIONS

8. It is of paramount importance to both the Civil Affairs Branch and the army that military government and military boundaries should be identical. This may not always be possible for military reasons. If so, the military government boundaries should continue to follow civilian political divisions.

RECOMMENDATIONS

DISCUSSIBILITY AFTER THE MATTER HAS MOVED ON

5. As soon as operational considerations permit, responsibility for military government should be withdrawn from military commanders and invested in S.C.A.C.'s of regions under S.C.A.C. This will usually be when the landing formations in contact with the enemy have passed on, but it may be delayed if extensive mopping-up of pockets of resistance or guerrilla is necessary. Energetic action by Civil Affairs officers in the early stages will often hasten the relinquishment of the military commander's responsibility and free him to concentrate on fighting the enemy.

TRANSFER OF RESPONSIBILITY OF S.C.A.C.'s AND MILITARY COMMANDERS

6. When the responsibility for military government has passed to an S.C.A.C., he must always consider how his actions may affect military operations in his district. He must always consult the military commander before issuing any orders which might affect the army.

CONTROL OF INFORMATION OF MILITARY IN EMERGENCY

7. In military areas, if such as grave internal disorder or internal subversion the military commander may intervene and use the responsibility for military government. Such intervention will be reported at once to the S.C.A.C.

BOUNDARIES

8. It is of advantage to both the Civil Affairs Branch and the army that military government and military boundaries should be identical. This may not always be possible for military reasons. If so, the military government boundaries should continue to follow civilian political divisions.

RELATIONS

9. Similarly it is an advantage if civil affairs and military headquarters are close together, but here again the need for military government headquarters to be contiguous to the civil government is paramount.

RELATIONS AT LOWER LEVELS

10. Close liaison must be maintained with commanders at all levels. It is especially important with Tom Majors, whose duties will frequently mesh closely with those of Civil Affairs officers. Overlapping must be avoided and this can best be done by establishing a good personal relationship.

INTERNAL SECURITY OF THE UNITED STATES
DEFENSE

11. The interests of the military and of the military government are mutually dependent. Each can expect the other to help him. It is for the Civil Affairs Branch to ensure that it does its part in rendering to the army the services to which it is entitled. The Civil Affairs Pamphlet has been issued to all officers of the army to make clear the obligations to the Civil Affairs Branch.

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CHAPTER VIIRELATIONS WITH THE CIVIL GOVERNMENT AND
POPULATION

(This chapter should be read in conjunction with para. 3 of the Foreword.)

LIMITATION OF THE POWERS OF THE G.-IN-C.

1. Occupation of enemy territory is not annexation and the inhabitants do not become the subjects of the occupying power. The latter's rights are only transitory and the G.-in-C. may therefore exercise only such powers as may be necessary to carry out the objects of military government as set out in Chapter I, para. 3, (see also Chapter IV, paras. 10 and 11, and Manual of Military Law, Chapter XIV, paras. 353 - 356). He may, however, amend the system of administration so as to adjust it to the peculiar circumstances of a hostile occupation.

LAW IS NOT BE ABOLISHED

2. The G.-in-C. has no power to annul laws but only to suspend their operation for the duration of the occupation. This is especially relevant when suspensions involve transgressions of the ownership of property.

ATTENTION TO CIVILIZED HUMANITY'S CHIEF

3. The laws and customs of war apply only to warfare between civilized nations where both parties understand them and are prepared to carry them out. In wars with uncivilized states and tribes their place is taken by the discretion of the G.-in-C. and "such rules of justice and humanity as recommend themselves in the particular circumstances of the case".

PROPERTY

4. The position of State Property is dealt with in Chapter X and of Private Property in Chapter XVII.

DESTRUCTION OF PROPERTY DURING OPERATIONS

5. Nothing in Chapters X and XVII affects the right of the armed forces to use in destroy goods or real property, whether state or privately owned, when its destruction or damage is imperatively demanded by the exigencies of war.

C.-in-C. may therefore exercise only such power as is necessary to carry out the objects of military government as set out in Chapter I, para. 5, (see also Chapter IV, paras. 10 and 11, and Manual of Military Law, Chapter XIV, para. 353 - 358). He may, however, amend the system of administration as he deems fit to the peculiar circumstances of a hostile occupation.

LAW IS NOT BE ABANDONED

2. The C.-in-C. has no power to annul laws but only to suspend their operation for the duration of the occupation. This is especially relevant when suspensions involve treatment of the ownership of property.

ATTENTION TO CIVILIZED MANNERS ONLY

3. The laws and customs of war apply only to warfare between civilized nations where both parties understand them and are prepared to carry them out. In wars with uncivilized states and tribes their place is taken by the discretion of the C.-in-C. and "such rules of justice and humanity as recommend themselves in the particular circumstances of the case".

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LOOTING

6. To suppress looting among the disorderly elements of the civil population is normally the first step in restoring order. In the earliest operational stages the assistance of the military commander must be invoked.

AUTHORITY OF THE C.-in-C. ABSOLUTE

7. There is no appeal from the decision of the C.-in-C. in his capacity as Military Governor. He is answerable only to the government or governments from which he derives his authority. Even if he or his Civil Affairs officers

transgress the laws and customs of war, the officials and inhabitants are not thereby relieved from their obligation to obey him. Petitions against real or fancied injustices may be presented but should be considered only if they are put forward through and with the support of the head of the local authority of a district to the Civil Affairs officer charged with supervising that district. Instructions about presenting a petition should be the subject of an ordinance. 2346

POLITICAL ACTIVITY

8. All political activity should be forbidden in the early stages of an occupation. It should not be licensed at any stage without a clear policy directive setting out the limits within which it may be allowed.

CONDUCT TOWARDS OFFICIALS

9. Once officials have been confirmed in their appointment they are servants of the C.-in-C. and must be treated with the respect due to their office. To treat them otherwise will impair their standing with their own people whom we have not them to control in our interests. In many territory relations with officials should be correct but social and personal relations limited to formal occasions. This rule binds equally personnel of the Civil Affairs branch and of the rest of the army.

CONDUCT TOWARDS INHABITANTS

10. Just and reasonable treatment of the inhabitants is required of all who may have dealings with them. Such treatment in our own interests no less than it is a matter of common humanity. In many territory fraternization should be avoided. It will be desirable to issue general instructions to troops on this matter before operations begin (see Chapter IV, para. 9).

CHAPTER VIICIVIL AFFAIRS PLANNINGPLANNING STAFF

1. Planning for civil affairs will be required for every operation. A planning staff for civil affairs will therefore be formed as part of the planning staff appointed. It will work under the instructions of the commander or other officer in charge of planning the operation.

POLICY RULINGS

2. General policy decisions about civil affairs will be conveyed by a higher authority to the commander in charge of planning for the whole operation and not direct to his chief staff officer for civil affairs planning. Similarly general policy rulings will be requested of higher authority by the commander.

DISCLOSURE OF OPERATIONAL PLANS

3. The General Staff must disclose operational plans to the Civil Affairs branch, as far other branches of the staff, to the extent which is necessary in order that they may carry out their duties.

CO-OPERATION WITH ADMINISTRATIVE STAFF

4. The Civil Affairs staff must plan in close collaboration with the administrative section of the military staff at Force H.Q. The C.A.A.S. must ensure that his plans in broad outline are acceptable to the senior administrative officer of the force and conform to the latter's policy on technical matters for the theatre or operations as a whole.

MATTERS ON WHICH POLICY RULINGS ARE REQUESTED

5. Matters on which policy rulings will normally be required from higher authority will include:-
 - (a) The general policy towards the inhabitants of the occupied territory.
 - (b) The attitude to be adopted towards minorities.
 - (c) Whether indigenous political activity is to be suspended or to what extent it is to be permitted.
 - (d) The suspension of laws founded on Nazi doctrine.
 - (e) The control of educational policy.
 - (f) The degree of contact with the outside world to be allowed to the inhabitants.

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COOPERATION WITH ADMINISTRATIVE STAFF

4. The Civil Affairs staff must plan in close collaboration with the administrative section of the military staff at force level. The C.A.A.O. must ensure that his plans in broad outline are acceptable to the senior administrative officer of the force and confirm to the latter's policy on technical matters for the theatre of operations as a whole.

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- (c) Whether indigenous political activity is to be suspended or to what extent it is to be permitted.
- (d) The suspension of laws founded on Nazi doctrine.
- (e) The control of educational policy.
- (f) The degree of contact with the outside world to be allowed to the inhabitants.
- (g) The rate of exchange.
- (h) The arrangements for currency, postage stamps, etc.
- (i) The limits of the C.A.A.O.'s financial powers in civil affairs matters.
- (j) The time for which initial relief plans are to be made.
- (k) The status of Allied liaison representation during planning.
- (l) The extent, in any, to which particular kinds of production and development are to be encouraged, encouraged or prohibited.

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- (m) The policy to be adopted on foreign trade and the control of foreign exchange.

These matters will normally be covered in a general directive on civil affairs issued to the commander on his appointment.

GENERAL MATTERS TO BE CONSIDERED IN PLANNING

6. Matters of special concern to Civil Affairs Sections are referred to in the appropriate chapters of Part II. General matters to be considered during planning include, besides those mentioned in paragraph 5:-

- (a) Whether a Military Governor will be appointed.
- (b) What powers of the G.-in-C. or Military Governor are to be delegated to the G.O.A.O.
- (c) What organizational plan for military government will be required:-
 - (i) Eventually
 - (ii) In the light of (i), initially.
- (d) How the transition of the organization from one stage to the other will be achieved.
- (e) The war establishment for staff required including interpreters, other ranks, foreign civil employees and vehicles.
- (f) Personnel requirements and the target date by which they should be trained.
- (g) Equipment and vehicle requirements.
- (h) Collecting and collating information.
- (i) Settling black lists with G.S.I.(b).
- (j) Deciding which existing officials will be re-trained in office.
- (k) Drafting, translating and printing documents required, including proclamations and ordinances.
- (l) Preparing directives and instructions for the Civil Affairs Branch.
- (m) Preparing instructions to advance parties.
- (n) Preparing orders and instructions about civil affairs to commanders and troops.

- (2) Another Military Governor will be appointed.
- (3) What powers of the C.-in-C. or Military Governor are to be delegated to the C.O.A.C.
- (c) What organizational action for military government will be required:-
- (i) Eventually
 - (ii) In the light of (i), initially.
- (d) How the transition of the organization from one stage to the other will be achieved.
- (e) The war establishment for staff required including interpreters, other staff, foreign civil employees and vehicles.
- (f) Personnel requirements and the target force by which they should be trained.
- (g) Equipment and vehicle requirements.
- (h) Collecting and collating information.
- (i) Settling black lists with A.S.I. (b).
- (j) Deciding which existing officials will be retained in office.
- (k) Drafting, translating and printing documents required, including proclamations and ordinances.
- (l) Preparing directives and instructions for the Civil Affairs Branch.
- (m) Preparing instructions to adverse parties.
- (n) Preparing orders and instructions about civil affairs to commanders and troops.
- (o) Preparing questionnaires for reconnaissance parties and the form for periodical reports.
- (p) Inclusion in force loading tables of:-
- (i) Initial requirements for Civil Affairs personnel equipment, transport and relief stores.
 - and (ii) Follow-up requirements.
- (q) Settling relations with navy and air forces on civil affairs matters.
- (r) The organization required for the distribution of relief supplies.

PART II.

CHAPTER VIII

ORGANIZATION OF THE C.C.A.C.RESPONSIBILITIES OF THE C.C.A.C.

1. The administration of the Civil Affairs Branch will be a considerable commitment. The C.C.A.C. ranks as the head of a service in accordance with PSd Vol I, Chapter XII, Sections 81 and 62. He requires an adequate staff to enable him to carry out his responsibilities. A Commandant, Civil Affairs Branch, will therefore be appointed to his staff and will be represented at lower echelons to the extent necessary. The Administrative Section will normally form part of the Military Government Division.

FUNCTIONS OF THE COMMANDANT, CIVIL AFFAIRS BRANCH.

2. The duties of the Commandant, Civil Affairs Branch, will include:-

- (a) Administration and discipline of all ranks of the Army serving in the Civil Affairs Branch.

- (b) Administration and discipline of civilian employees of the Civil Affairs Branch, in conjunction with the Directorate of Labour.

- (c) Demanding reinforcements.

- (d) Preparing war establishments.

- (e) Training.

- (f) Vehicles, including their maintenance.

- (g) Equipment and stores.

3. The Commandant's responsibilities are confined to personnel borne on the strength of a Civil Affairs Branch war establishment and vehicles, equipment and stores on charge to the Civil Affairs Branch for its own use. He has no responsibility for personnel whose employment by the civil authorities or by the occupying forces may be arranged by the Civil Affairs Branch, if they are not shown on the strength of a Civil Affairs Branch war establishment. Similarly he has no responsibility for such items as relief stores or fire fighting equipment obtained by the Civil Affairs Branch but not held on its charge for its own use.

CHAPTER IXLEGALDUTIES OF THE LEGAL SECTION

1. Senior S.O.C. (Legal) will be appointed to the staff of the S.C.A.O. as his chief legal adviser and head of the Legal Section. The duties of that Section will be mainly advisory but also partly executive. The combination of these two classes of duties of the Legal Section gives rise to the necessity for safeguarding with the greatest care the principle of the independence of its officers from executive control over the performance of all their advisory duties. The Legal Section, whether at the S.C.A.O.'s headquarters or at the headquarters of the S.C.A.O. of a region, should thus primarily occupy a position analogous to that of a Judge Advocate-General's branch office at a Command or Army H.Q. The S.C.A.O. or S.C.A.O., as the case may be, should give special instructions about the chain of responsibility for the performance of the Section's executive duties.

The duties of the Legal Section will fall under the following main headings:-

- (a) Legal advice (including international law; pre-trial advice, prosecutions and post-trial advice on cases before military courts; drafting of proclamations, ordinances, regulations, orders and all other documents of a legal nature which may lead to legal proceedings in the form of prosecutions, civil actions or claims; and legal advice generally).
- (b) Administration of justice in the occupied territory concerned (including supervision of indigenous courts and control of military courts).
- (c) Translation of legal documents required for promulgation to the inhabitants.

Edicts and other legal documents as defined in (a) above must not be issued unless drafted by the Legal Section except in emergency, when copies will be submitted to the Legal Section as soon as possible after issue.

PROCLAMATIONS

2. A proclamation is merely an announcement of an existing state of affairs, of the policy of the C.-in-C. and of a general warning of the imposition of martial law. It contains no law in detail and no provisions about procedure. The only proclamation normally required is the Military Governor's initial proclamation (see Chapter IV, para. 8).

ORDINANCES

3. An ordinance is an enactment over the signature of the Military Governor himself, containing some portion of the law, or of procedure, or

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ORDINANCES

3. An ordinance is an enactment over the signature of the Military Governor himself, containing some portion of the law, or of procedure, or of both. Ordinances will cover the whole of the main principles of martial law. Subjects on which ordinances will normally be required will include:-

- (a) Official Gazette.
- (b) Interpretation (defining terms used in ordinances, such as "Allied Forces").
- (c) Military courts.
- (d) Police.
- (e) War crimes.
- (f) Official documents.
- (g) Registration and identity cards.

/ (h) Circulation

- (h) Circulation of personnel and vehicles.
 (i) Meetings, parades, speeches, songs and music.
 (j) Enemy flag, national anthem and uniform.
 (k) Communication by mail, telegraph, cable, telephone, radio, pigeon and otherwise.
 (l) Control of publications.
 (m) Surrender or control of arms, ammunition, explosives, wireless transmitting sets, cameras and other articles to be prohibited.
 (n) Manufacture and commerce.
 (o) Price control.
 (p) Intoxicating liquor and narcotics.
 (q) Sanitation and public health.
 (r) Prostitution.
 (s) Taxes, including exemption for British and Allied governments and their forces.
 (t) Trading with the enemy.
 (u) Control of banks.
 (v) Requisition and sequestration.
 (w) Billposting.
 (x) Rate of exchange.
 (y) Fine arts and monuments.
 (z) Claims, petitions and complaints.

OTHER INSTRUCTIONS

4.

(a) Regulations

A regulation is an enactment over the signature of an officer authorised by the Military Governor in an ordinance to draft and declare the law on specified matters. Regulations would cover a wide field of detail.

(b) Orders

An order is the general term used to cover any form of instruction relating to military government which might be issued by or on behalf of the Military Governor other than a proclamation, ordinance or regulation.

It is for the Legal Section to say the form which any particular instruction should take.

SIGNATURE OF PROCLAMATIONS, ETC

5.

Proclamations and ordinances should always be signed by the Military Governor. The Military Governor may delegate the authority to sign other regulations and orders to the S.C.A.O. and may authorise the S.C.A.O. to delegate the power of signature further within specified limits. Orders appointing S.C.A.O.s to regions or lower districts should always specify their powers to sign. Copies of all regulations and orders affecting the population in general signed by S.C.A.O.s should be forwarded to the S.C.A.O. The Legal Section is responsible for deciding who is

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TRANSLATION

6.

Translation of all proclamations, ordinances and other instructions addressed to the general population will normally be required. Translation is the duty of the Legal Section, which will require the necessary staff for this purpose.

Where a document is translated it should carry a statement to the effect that in case of dispute the English version prevails, although this will normally have been stated in the "Interpretation" ordinance (see para. 3 above).

/ISSUE

ISSUE OF ORDERS THROUGH LOCAL AUTHORITIES

7. Once local officials have been confirmed in their appointments, it will be in accordance with the policy of indirect control to issue as many orders as possible through them, rather than by appealing to the population through instructions issued over the heads of their officials. This will not apply to instructions which establish penalties for acts which are not offences under indigenous law and which must be tried by a military court. This consideration should normally be the test of the method of issuing any particular instruction. Orders of the military government will be addressed either to a given official or to the inhabitants in general. The actual order will never be signed or countersigned by any indigenous official.

OFFICERS AND MEN OF THE ARMY

8. Certain proclamations and orders issued by the C.O.A.O., such as those covering currency, exchange, banking, price control, hygiene, prostitution and many other matters, ought to be obeyed by the officers and men of the army as well as by the local population. Since such offences are not offences under British law and so could not be charged under Section 41 of the Army Act, the necessary orders must be issued to the troops through military channels so that any military offender can be charged under Sections 11 or 40 of the Army Act (see para. 13 below).

INDIGENOUS LAW

9. The power of the Military Governor over indigenous law and the policy to be followed is indicated in Chapter VI, paras. 1 and 2, and Chapter IV, para. 2. Indigenous law is of course over-ruled when it is in conflict with the Military Governor's code as promulgated in his proclamations and ordinances.

SUSPENSION OF INDIGENOUS LAWS

10. Laws likely to require suspension include these:-

- (a) Discriminating against Allied subjects and their property,
- (b) Imposing disabilities or sentences for assisting British or Allied forces,
- (c) Imposing racial or religious discrimination,
- (d) Giving legal status to any political party.

Orders suspending laws should provide for revoking sentences previously passed under them.

INDIGENOUS COURTS

11. It may be necessary to close the civil and criminal courts of the occupied territory in the early stages. They should however be reopened as soon as order has been restored, after undesirable officials have been

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INDIGENOUS COURTS

11. It may be necessary to close the civil and criminal courts of the occupied territory in the early stages. They should however be reopened as soon as order has been restored, after undesirable officials have been removed and substitutes found. These courts will continue to exercise under license the same powers and functions as they formerly had over the inhabitants of the occupied territory. They will have no jurisdiction over members of the British or Allied forces, even in civil matters. The Military Governor will retain the right to transfer for any reason any case from the jurisdiction of the indigenous courts and try it or retry it in a military court. Indigenous courts set up to try political offences should be suspended indefinitely.

/MILITARY

MILITARY COURTS

12.

Military courts will be established by virtue of the Military Governor's supreme authority under the laws and customs of war. Their machinery and the pre-trial and post-trial procedure relating to cases tried by them will be governed by the Military Courts Ordinance (see para. 3(c) above).

The jurisdiction of the military courts will cover:-

- (a) The trial of any person in the occupied territory except a member of the Allied force (i.e. a person subject to the naval, military or air force law of any of the states whose subjects form part of that force) or a person entitled to be tried as a prisoner of war under the Prisoners of War Convention.
- (b) Trial for any offence against an edict of the Military Governor or of a person authorized by him to issue a regulation or order, and
- (c) Trial for any offence against the indigenous law in force, whether or not the accused has previously been tried for the same offence by an indigenous court.

Special military courts may also have to be convened by or by direction of the Military Governor for the trial of certain internationally-recognised "war-crimes" not covered by his edicts. This procedure, however, will be subject to any general directive on the subject which may be issued (see, e.g., para. 17 below).

TYPES OF MILITARY COURTS

13. Military courts are of two types:-

- (a) Superior Military Courts

A Superior Military Court is composed of not less than three officers, at least one of whom should be an S.O.D.A. (Legal). It has power to try all offences and impose any legal sentence.

- (b) Summary Military Courts

A Summary Military Court need not consist of more than one officer. The offences which can be tried and the maximum sentences which can be imposed will be laid down by the Military Governor for each operation. Sentences will not normally exceed six months imprisonment or a fine of £250.

Military courts will be appointed as required by the Military Governor or by those to whom he has delegated authority to do so.

ADMINISTRATION OF JUSTICE BY MILITARY COURTS

war under the Prisoners of War Convention,

- (b) Trial for any offence against an edict of the Military Governor or of a person authorized by him to issue a regulation or order, and
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Military courts will be appointed as required by the Military Governor or by those to whom he has delegated authority to do so.

ADMINISTRATION OF JUSTICE BY MILITARY COURTS

- 14. The object of military courts is to deter and not to reform. This object is best achieved by ensuring that justice follows swiftly upon the offence, by public trial (if security considerations permit) and by publicising the sentences imposed. All penal ordinances should state the maximum sentence for each offence they specify. In administering justice, members of military courts should remember that many of the offences which they will have to try are not offences at all in normal times and may have been committed through inadvertence, neglect or stupidity rather than deliberately. At the same time, it is essential that the orders of the Military Governor are enforced. No one can complain of being sentenced for an offence if he has been duly warned. Proclamations and ordinances are the Military Governor's method of telling the population what acts are offences. These proclamations and ordinances must therefore be fully publicised. To lay emphasis merely on issue in an official gazette, although one will be necessary, is not enough.

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CONFIRMATION, REVIEW AND PETITIONS

15. Ample safeguards for convicted persons will be provided by the procedure. Most findings and sentences will require confirmation. Whenever confirmation is not required, review will be obligatory. Moreover, in any event there will also be a legal review by the Legal Section. Finally, the right to petition the Military Governor will be conferred on every convicted person. There will not, however, be any right of appeal to a higher court: each military court will be free from supervision by any other tribunal.

It is important that post-trial procedure should be carried out with the least possible delay.

DETAILED INSTRUCTIONS

16. Paras. 12 - 15 contain only a very brief discussion of military courts. The Legal Manual of Military Government will be issued separately and will contain detailed instructions. Model ordinances of general application will be incorporated in it.

"WAR CRIMINALS"

17. The C.C.A.O. will not be responsible for setting up courts to try certain "war criminals" - that is, persons who are to be tried for atrocities committed before the occupation began (see also para. 12 above).

MEMBERS OF BRITISH AND ALLIED FORCES

18. British and Allied personnel serving in the occupying forces are not subject to jurisdiction by indigenous courts nor will they be tried by military courts. They will be dealt with according to the naval, military or air force law, as the case may be, of their own service.

CIVILIAN EMPLOYEES

19. Civilian employees of the occupying forces are subject to military law and are liable to be tried under Section 176 (10) of the Army Act. They may be tried by courts martial but must not be punished by their commanding officer. The nationality of the civilian employee makes no difference, nor does it matter whether he was recruited in the territory or brought from outside. Under the Army Act, however, very limited jurisdiction can be awarded to civilians and it may be preferable to try them by military courts, to the jurisdiction of which they may be more subject by specific proclamation of the Military Governor, in which case they would be on the same footing as any other inhabitants. Officials of the indigenous government who are confirmed in their appointments are not employees of the occupying forces.

It is important that post-trial procedure should be carried out with the least possible delay.

DETAILED INSTRUCTIONS

16. Paras. 12 - 15 contain only a very brief discussion of military courts. The Legal Manual of Military Government will be issued separately and will contain detailed instructions. Model ordinances of general application will be incorporated in it.

"WAR CRIMINALS"

17. The C.C.S.O. will not be responsible for setting up courts to try certain "war criminals" - that is, persons who are to be tried for atrocities committed before the occupation began (see also para. 12 above).

MEMBERS OF BRITISH AND ALLIED FORCES

18. British and Allied personnel serving in the occupying forces are not subject to jurisdiction by indigenous courts nor will they be tried by military courts. They will be dealt with according to the naval, military or air force law, as the case may be, of their own service.

CIVILIAN EMPLOYEES

19. Civilian employees of the occupying forces are subject to military law and are liable to be tried under Section 176 (10) of the Army Act. They may be tried by courts martial but must not be punished by their commanding officer. The nationality of the civilian employee makes no difference, nor does it matter whether he was recruited in the territory or brought from outside. Under the Army Act, however, very limited punishment can be awarded to civilians and it may be preferable to try them by military courts, to the jurisdiction of which they may be made subject by specific proclamation of the Military Governor, in which case they would be on the same footing as any other inhabitants. Officials of the indigenous government who are confined in their appointments are not employees of the occupying forces.

LIBERATED ALLIED TERRITORY

20. Legal matters for liberated Allied territory present special difficulty in the light of the policy laid down in the Warword and in Law or I, paras. 9, 10 and 11. Matters which may be affected will include the form and nature of proclamations, ordinances etc., suspension of parts of indigenous law, administration of justice (especially by military courts) and the status of indigenous forces not forming part of the expeditionary force. The policy for each country to be liberated will be laid down by the War Office.

CHAPTER IPROPERTY CUSTODIANSHIPGENERAL

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1. In both enemy or liberated Allied territory it is important that the property of the state and of absent owners shall be preserved in as good condition as it is found. "Property" means all forms of movable and immovable property and rights in property. If private property is looted or damaged by enemy action in the course of operations, the government whose uniform they wear will under the Hague Conventions be held responsible. If the looting or damage is done by local inhabitants it will be open to the enemy to attribute their loss to a failure on the part of the occupying authority to maintain order. In this case also the occupying authorities may be held liable under the Hague Conventions.

A Custodian of Allied and Enemy Property will therefore be appointed to the staff of the C.C.A.A.

FUNCTIONS OF THE CUSTODIAN

2. The Custodian will take into his custody:-

- (a) any enemy state property not for the time being required by the occupying forces;
- (b) any private property of any country, institution, corporation, body or person which in his opinion is being used against the interests of the occupying forces;
- (c) any private property for which no owner or responsible representative of the owner can be found;
- (d) any property owned by the governments of Allied countries or by nationals of those countries. Allied property will usually be found to be in the hands of or under the control of the enemy's custodian and will be taken over and held in trust for the absent owner in the same way as enemy property. Instructions about its return will be issued by the War Office.

He will have wide discretion about what property he takes over. He will not concern himself with property which has been abandoned as worthless.

PRINCIPLES

3. The Custodian's primary duty will be to safeguard the interests of the absent owner. He will also having the C.C.A.A. on the status of enemy property according to the laws and customs of war and will be available for consultation by other service representatives.

A. Officer of Allied Military Property will therefore be appointed to the staff of the C.G.D.C.

FUNCTIONS OF THE OFFICER

2. The Custodian will take into his custody:-

(a) any enemy state property not for the time being required by the occupying forces;

(b) any private property of any company, institution, corporation, body or person which in his opinion is being used against the interests of the occupying forces;

(c) any private property for which no owner or responsible representative of the owner can be found;

(d) any property owned by the governments of Allied countries or by nationals of those countries. Allied property will usually be found to be in the hands of or under the control of the enemy's custodian and will be taken over and held in trust for the absent owner in the same way as enemy property. Instructions about its return will be issued by the War Office.

He will have wide discretion about what property he takes over. He will not concern himself with property which has been abandoned as worthless.

DUTIES

3. The Custodian's primary duty will be to safeguard the interests of the absent owner. He will also advise the C.G.D.C. on the status of enemy property according to the laws and customs of war and will be available for consultation by other service representatives.

RECORDS

4. He will keep careful records of property he takes into his custody. On first taking over he will:-

- (a) take out a declaration of custody;
- (b) prepare an inventory (for large properties);
- (c) make a valuation;
- (d) see buildings have a balance sheet struck.

Thereafter, his responsibility will be to see that the property is maintained in reasonable condition.

/REQUISITION

REQUISITIONS OR SEQUESTRATIONS

5. If property which he has taken in charge is requisitioned or sequestered, he will take careful note of its condition and its approximate value. He will act for the owner, entering to his credit such sum, if any, as would have been paid to him had he been present, but not collecting the same due. (See also Chapter XVII)

CARRYING ON A BUSINESS

6. If he takes over a business and operates it, he will make frequent examinations of the accounts and balance sheets. It will probably be convenient if businesses operating largely for military purposes are requisitioned.

POWERS OF LEASE AND SALE

7. It is within the Custodian's discretion to let or loan property which he has taken into custody if in his opinion it is in the best interests of the owner to do so. In fixing rents he should be more concerned to find reliable tenants than to demand high rents. It is also within his discretion to sell perishable goods, furniture, trade stock, livestock, produce, growing crops, etc. and in certain cases other property. Under this heading would come the sale of machinery or motorcars, which tend to depreciate if not in use.

RATES, TAXES, DEBTS AND FEES

8. The Custodian will pay rates or taxes due on property out of any money which he receives in respect of it. He will not pay other debts of an absent owner nor collect the debts due to him unless it is necessary to do so for the preservation of the property. Fees will be charged by the Custodian at an appropriate percentage of the value of the property when it is taken over. He may deduct his fees from any monies which he receives on behalf of the owner.

RETURN OF PROPERTY

9. When the owner or his representative reappears and is able to establish his claim to the property it should be restored. When this is done a full discharge will be taken together with an acknowledgment of the condition in which the property is restored.

REPRESENTATION IN COURTS OF LAW

10. The Custodian will not appear in courts of law to represent the interests of the owner.

SPECIAL FUNCTIONS AS A SUBORDINATE OF ARMED FORCES

11. All laws, decrees or other measures sequestering or otherwise discriminating against Allied property should be abrogated. (See Chapter IV, para 3, and Chapter IX para 10).

7. It is within the Custodian's discretion to let or loan property which he has taken into custody if in his opinion it is in the best interests of the owner to do so. In fixing rents he should be more concerned to find reliable tenants than to demand high rents. It is also within his discretion to sell perishable goods, furniture, trade stock, livestock, produce, growing crops, etc. and in certain cases other property. Under this heading would come the sale of machinery or movables, which tend to depreciate if not in use.

RATES, TAXES, RENTS AND FEES

8. The Custodian will pay rates or taxes due on property out of any money which he receives in respect of it. He will not pay other debts of an absent owner nor collect the debts due to him unless it is necessary to do so for the preservation of the property. Fees will be charged by the Custodian at an appropriate percentage of the value of the property when it is taken over. He may deduct his fees from any monies which he receives on behalf of the owner.

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REPRESENTATION IN COURTS OF LAW

10. The Custodian will not appear in courts of law to represent the interests of the owner.

SPECIAL INSTRUCTIONS AS A CUSTODIAN OF ALLIED PROPERTY

11. All laws, decrees or other measures sequestering or otherwise discriminating against Allied property should be abrogated. (See Chapter IV, para 3, and Chapter III para 40).

RESTING PROPERTY CUSTODIANS IN ENEMY AND ALLIED TERRITORIES

12. It will usually be desirable to act through the local property custodian, if one is available and if not to search for and make use of records maintained by him.

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CHAPTER XIPUBLIC SAFETYGENERAL

1. The problems of public safety are fundamental to the enforcement of military government and will therefore engage the attention of a Senior S.O.C. on Civil Affairs staffs at all levels. This S.O.C. will act in constant consultation with the S.O.S. in charge of other sections. In particular, he will control and co-ordinate Civil Affairs Branch responsibilities for:-

Security.
Police.
Civil Defence.
Air Defence.
Bomb Disposal and Clearance of Minesfields.
Refugee Control.

LIAISON

2. The Public Safety Section will maintain constant liaison with the appropriate military staff or staffs concerned with the area covered by its responsibilities, in particular with 1 and Provost on police and refugee matters, with S.S.I.(b) on Security and with 3 on traffic and fire matters.

DUTY OF THE PUBLIC SAFETY SECTION

3. It is the first duty of S.O.C. (Public Safety) to restore and maintain peace, order and public confidence. It will recommend and carry out the policies best suited to achieve this result and will be responsible for the co-ordination, preparation and issue of the necessary instructions to the civil government and population. Such instructions should be drafted by the Legal Section in consultation with the Public Safety and any other Section concerned (e.g. Health for instructions on sewage disposal).

INSTRUCTIONS

4. Matters on which instructions will have to be issued will include:-

- (a) Security restrictions (see Chapter XII).
- (b) General public safety matters such as control of meetings, parades, speeches, flying of flags, use of national anthems and wearing of uniforms.
- (c) Measures to control the conduct of the inhabitants towards troops, such as control of prostitution and the sale of liquor.
- (d) Health and quarantine measures.

ILLUSTRATION

2. The Public Safety Section will maintain constant liaison with the appropriate military staff or staffs concerned with the area covered by its responsibilities, in particular with A and Provost on police and refugee matters, with G.S.I.(b) on Security and with Q on traffic and fire matters.

DUTY OF THE PUBLIC SAFETY SECTION

3. It is the first duty of G.S.I.(b) (Public Safety) to restore and maintain peace, order and public confidence. It will recommend and carry out the policies best suited to achieve this result and will be responsible for the co-ordination, preparation and issue of the necessary instructions to the civil government and population. Such instructions should be drafted by the Legal Section in consultation with the Public Safety and any other Section concerned (e.g. Health for instructions on sewage disposal).

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- (d) Health and quarantine measures.

INFORMATION

5. The Public Safety Section will in course of its activities acquire much information of value. This information must be passed to the Information Section which will distribute it to those who need it.

CONTROL OF REFUGEES

6. The control of refugees must be carried out in conjunction with the Emergency Relief Section. Refugees will probably be ill-disciplined, half-starved, disorganised and helpless. Their morale will be low and having lost all their worldly possessions they may be desperate and regardless of any authority. Unless handled with firmness and tact and according to a pre-arranged plan, they are capable of entirely disorganising the civil administration and even of bringing the military machine to a standstill.

Police.
Civil Defence.
Fire Defence.
Bomb Disposal and Clearance of Minefields.
Refugee Control.

The enemy has utilised the creation of refugees before now to hinder military operations and must be expected to do so again.

METHOD OF CONTROL.

7. The following measures will normally be required:-

- (a) Selection and signposting of certain roads for the use of refugees.
- (b) Close liaison between S.O.s.F.A. (Police) and the military traffic control authorities on directing refugee traffic.
- (c) Establishment of refugee camps.

PRISON SERVICE

8.

The responsibility for the control and proper administration of the prison service will rest with the Public Safety Section. All prisoners should be inspected as early as possible and particulars of all prisoners, their offences and sentences noted and reported to the Legal Section in order that the sentences may be reviewed if necessary. Matters to be considered should include:-

- (a) Security of prisoners. In the early stages it may be necessary to arrange for a military guard.
- (b) Useful employment of prisoners.
- (c) Health of prisoners and hygiene, in conjunction with the Health Section.
- (d) Regular inspections, combined with proper machinery for the hearing of complaints.

CHAPTER VIISECURITY

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DEFINITION

1. Security in the military sense means neutralizing the enemy's organizations for intelligence and sabotage, whether material or moral, within the territory occupied or controlled by our forces.

RESUME

2. (a) As long as military forces are operating in an area or are based on it for administration purposes the control of security measures is the responsibility of G.S.I.(b).
- (b) When G.S.I.(b) relinquishes its responsibilities, however, these will devolve on the Civil Affairs Branch.
- (c) Within the Civil Affairs Branch the Public Safety Section is responsible for security.
- (d) S.I.S. matters will remain the responsibility of G.S.I.(b) at all times.

REQUIREMENTS

3. (a) To ensure uniformity of policy, Security Liaison Officers will be attached by G.S.I.(b) to Civil Affairs staffs at all levels. In the early stages of an occupation these officers may be the Security Officers of the staff of commanders of fighting formations or of Base or L. of C. Areas and Sub-Areas.
- (b) Security Commissions should be established on which the following should be represented:-

G.S.I.(b),
 A.S.I.,
 S.O.C.I. (Police),

with Security representatives from Navy, Air Force and Allies when necessary.

- (c) During operations security measures will be enforced mainly by Field Security units of G.S.I.(b) assisted by S.O.'s B.I. (Police) as far as possible. S.O.'s B.I. (Police) will not normally have their own police available. The extent to which they can take effective

RESPONSIBILITIES

2. (a) In low level military forces are operating in an area or are based on it for administration purposes the control of security measures is the responsibility of G.S.I.(b).
- (b) When G.S.I.(b) relinquishes its responsibilities, however, those will devolve on the Civil Affairs Branch.
- (c) Within the Civil Affairs Branch the Public Safety Section is responsible for security.
- (d) S.I.S. matters will remain the responsibility of G.S.I.(b) at all times.

RECOMMENDATIONS

3. (a) To ensure uniformity of policy, Security Liaison Officers will be attached by G.S.I.(b) to Civil Affairs staffs at all levels. In the early stages of an occupation these officers may be the Security Officers of the staffs of commanders of fighting formations or of Base or L. of C. Areas and Sub-Areas.
- (b) Security Committees should be established on which the following should be represented:-

G.S.I.(b),
A.P.M.,
S.O.C.M. (Police),

with Security representatives from Navy, Air forces and Allies when necessary.

- (c) During operations security measures will be enforced mainly by Field Security Units of G.S.I.(b) assisted by S.O.'s C.M. (Police) as far as possible. S.O.'s C.M. (Police) will not normally have their own police available. The extent to which they can take effective responsibility for enforcing security measures will depend on the reliability of the civil police forces they control. The reliability of these forces for this purpose will be assessed in consultation with G.S.I.(b).

- (d) As the reliability of the civil police increases, executive action to enforce security policy will with the consent of G.S.I.(b) be taken over progressively by S.O.'s C.M. (Police), in order to relieve Field Security personnel for other tasks. In particular anti-airborne small duties should be taken over as early as possible by civil police or other approved local forces.

RECOMMENDATIONS

Among the security measures which will be required are:-

/(a)

4. cont.

(a) Immediately

- (i) Controls designed to protect the military forces and their equipment against leakage of information, sabotage, enemy propaganda and subversive influences. These controls will include preventing civilians access to prohibited areas.
 - (ii) Arrest of known enemy agents and extreme enemy sympathizers.
 - (iii) Detention and, if necessary, arrest of collaborators with the enemy who hold official posts.
 - (iv) Discovery and disposal of other undesirable.
 - (v) Anti-sabotage guards on installations and other points of importance to military operations and to the establishment of law and order and the maintenance of civil life.
 - (vi) Enforcement of proclamations requiring surrender of arms, ammunition, explosives, wireless, transmitting sets, cameras and other prohibited articles.
- (b) As soon as circumstances permit
- (i) Control of travel.
 - (ii) Issue of permits of exemption from security restrictions.
 - (iii) Servicing of civil personnel employed by the military.

REGISTRATION OF THE POPULATION

- 5. One of the most important aids to security is a register of the population. In most civilized countries this will already be in existence and the local authorities should be directed to keep it up to date. This must not involve undue labour or expense. Where the register does not already exist, complete registration will not normally be possible; but every effort should be made to compile such records as are possible without undue labour.

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CHAPTER VIIIPOLICE

2538

GENERAL

1. The re-establishment of the local police force is of vital importance. Moreover, this will release Government an early stage from responsibility for controlling the civil population, especially refugees.

CONDITIONS TO BE FULFILLED

2. In liberated territories the police force may have disintegrated owing to the withdrawal of personnel by the retreating enemy. In enemy territory it may be hostile to the invading army and only of use when purged of untrustworthy elements.

STICH

3. S.O's 3.3... (Police) will therefore ensure that:-

- (a) The local police force is re-established immediately;
- (b) Hostile elements are removed, (See also Chapter VIII, para. 4)
- (c) Where necessary, the re-constituted police force is supplied with adequate equipment from military sources until such equipment can be supplied locally.
- (d) A reliable type of police recruit is obtained from the labour pool and adequately trained.

ARMS

4. The policy of disarming or re-arming the police force will be a matter for decision by the Military Governor.

RECRUITING FUNCTIONS

5. S.O's 3.3... (Police) will not normally supervise executive police functions themselves. With rare exceptions all policing, arrests and prosecutions in civil courts will be performed by nationals of the country, though where necessary under the direction and/or supervision of the S.O's...

POWERS OF CIVIL AND MILITARY POLICE

6. (a) Civil police employed under the authority of the Military Governor have the same status in their dealings with soldiers as civil police

2. In liberated territories the police force may have disintegrated owing to the withdrawal of key personnel by the retreating enemy. In enemy territory it may be hostile to the invading army and only or use when purged of untrustworthy elements.

OTHER

3. S.O's.C... (Police) will therefore ensure that:-

- (a) The local police force is re-established immediately,
- (b) Hostile elements are removed, (See also Chapter XIII, para.4)
- (c) Where necessary, the reconstituted police force is supplied with adequate equipment from military sources until such equipment can be supplied locally.
- (d) A reliable type of police recruit is obtained from the labour pool and adequately trained.

ARMY

4. The policy of disarming or retaining the police force will be a matter for decision by the Military Governor.

EXHIBIT 1: EXHIBITIONS

5. S.O's.C... (Police) will not normally exercise executive police functions themselves. With rare exceptions all policing, arrests and prosecutions in civil courts will be performed by nationals of the country. Such as where necessary under the direction and/or supervision of the S.O.C.I.

POWERS OF CIVIL AND MILITARY POLICE

- 6. (a) Civil police employed under the authority of the Military Governor have the same status in their dealings with soldiers as civil police in British possessions. The power of police of enemy nationality in occupied enemy territory will be defined by the Military Governor.
- (b) Military police are empowered to arrest civilians committing or suspected of committing offences against the security of the occupying forces.
- (c) The Corps of Military Police and the civil police will therefore work together in closest harmony. Both are charged with the prevention of offences against the interests of the occupying forces and with the maintenance of good order. The Corps of Military Police is primarily concerned with soldiers, the civil police with civilians.

RESPONSIBILITIES

RESPONSIBILITIES OF CIVIL AFFAIRS AND MILITARY POLICE OFFICERS

7. The principle of collaboration between the Corps of Military Police working under the orders of Provost and the civil police controlled by the S.O's C.A. (Police) will remain constant through the various stages of operations and in all parts of occupied or liberated territory.
- In the forward area and before the local police force is re-established, the Corps of Military Police is the sole executive. S.O's C.A. (Police) will however work in co-operation from the outset and will relieve the military police of responsibility for the civilian population by early re-establishment of the civil police force.

In the rear areas and wherever troops are stationed, parallel studies of responsibility will always exist. The Corps of Military Police will be responsible through the Provost to the military commanders, while the civil police will be responsible through S.O's C.A. (Police) and S.O's C.A. of regions to the C.O.A.S.

SECURITY

8. For the responsibility of S.O's C.A. (Police) in connection with Security, see Chapter XII.

DUTIES OF CIVIL POLICE

9. S.O's C.A. (Police) should at the outset issue instructions charging local civil police forces with:-
- (a) Police duties in accordance with the edicts and policy laid down by the Military Governor.
 - (b) The maintenance of public order and the preservation of security of persons and property.
 - (c) The control of refugees at all times.
 - (d) The enforcement of proclamations, orders and regulations issued to the civil population under the authority of the Military Governor.
 - (e) The prevention, detection and prosecution of crime and the apprehension of offenders in accordance with the general criminal law of the country.
 - (f) The control of traffic.
 - (g) The recording of the names, original tendencies and methods of known or suspected criminals and supervision of their activities.

It is important to preserve the original records of the Military Police

In the rear areas and forward troops are stationed, parallel chains of responsibility will always exist. The Corps of Military Police will be responsible through the Provost to the military commanders, while the civil police will be responsible through S.O's C... (Police) and S.O's of regions to the S.O's.

SECURITY

8. For the responsibility of S.O's C... (Police) in connection with Security, see Chapter VII.

DIVISION OF CIVIL POLICE

9. S.O's C... (Police) should at the outset issue instructions charging local civil police forces with:-

- (a) Police duties in accordance with the edicts and policy laid down by the Military Governor.
- (b) The maintenance of public order and the preservation of security of persons and property.
- (c) The control of refugees at all times.
- (d) The enforcement of proclamations, orders and regulations issued by the civil population under the authority of the Military Governor.
- (e) The prevention, detection and prosecution of crime and the apprehension of offenders in accordance with the general criminal law of the country.
- (f) The control of traffic.
- (g) The recording of the names, criminal tendencies and methods of known or suspected criminals and supervision of their activities.

It is important to preserve the criminal records of the army police force.

CHAPTER XIVCIVIL DEFENCECONDITIONS TO BE EXPECTED

1. Hostile air attack in varying degrees may be expected upon occupied enemy territory or liberated areas, especially around bas²⁵³⁷ ports and centres of communication. In the absence of organized civil defence, air raids may result in heavy casualties to the civilian population, damage to vital services and a refugee problem of sufficient dimensions to impede military operations. In addition, the civil defence organization may have to deal with damage and casualties resulting from military operations as well as those sustained in enemy air attacks.

An efficient system of civil defence must therefore be instituted at the earliest possible moment.

ORGANIZATION

2. Civil defence is essentially a local service. S.O's C.A. will encourage and assist local authorities to develop their own civil defence organizations. The degree of efficiency and standard of organization likely to be encountered will vary. Where any form of local civil defence has existed, it will usually be advisable to revitalise it and bring it up to date, rather than impose a new system.

TRAINING

3. The training of instructors capable of passing on their knowledge is of primary importance in organizing a civil defence system. It may be necessary to set up schools for training such instructors for civil defence personnel within the occupied territory.

ANTI-GAS PRECAUTIONS

4. In liberated territory anti-gas precautions may be non-existent and equipment, if any, out of date. It is important that all possible precautions are initiated for the protection of food supply stores, dumps, railway stations and other essential centres and, to the utmost extent practicable, of the civil population.

It is probable that only a few gas masks will be found in liberated countries and that many will be defective. Arrangements should be made for the issue of gas masks to key personnel such as railway and dock workers. It will not be possible to provide gas masks for any large proportion of the civil population and this makes it essential that the civilian population is made "gas conscious" so that there may be a minimum of casualties.

Civil populations have always been found to be apathetic towards co-operating in anti-gas precautions, this is mainly because the use of gas is to the vast majority an unknown and abstract quality.

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MEASURES TO BE CONSIDERED

5. Matters to be considered in conjunction with the local authorities will include:-

(a) Air Raid Warning

A system of air raid warnings must be established and co-ordinated.

(b) Liaison with Air Defence Officer

Close liaison must be maintained with the Air Defence Officer of the area who will be responsible for co-ordinating the air and ground defences.

(c) Civil Defence General Services

Provision of some or all of the following services should be considered:-

- (i) Report and Control Service.
- (ii) Wardens Service, including:-
 - (a) Bomb Reconnaissance.
 - (b) Shelter Supervision.
 - (c) Shelter Welfare.
- (iii) Rescue Service, including:-
 - (a) Rescue Work.
 - (b) First Aid.
- (iv) Ambulance Service.
- (v) Messenger Service, including:-
 - (a) Indoor Messengers.
 - (b) Outdoor Messengers.
- (vi) First Aid Post Service, including:-
 - (a) Gas Cleansing Sections.
 - (b) Mobile Gas Cleansing Units.
- (vii) Rest Centre Service, including:-
 - (a) Care of the homeless.
 - (b) Clothing for the homeless.
- (viii) Factory A.R.P. Service.
- (ix) Civilian Death Service, including:-
 - (a) Mortuaries.
 - (b) Disposal of the dead.
- (x) Provision of Civil Defence Depots.
- (xi) Decontamination Service, including:-
 - (a) Decontamination of roads, etc.
 - (b) Decontamination laundries, for Civil Defence clothing and equipment.
 - (c) Decontamination of food.
- (xii) Gas Identification Service.
- (xiii) Decontamination Civil Laundry Service, including:-
 - (a) Washing and sorting of contaminated civilian clothing.
 - (b) Decontamination of civilian clothing.
- (xiv) Welfare of the Civil Defence personnel.

- (iii) Rescue Service, including:-
 - (a) Rescue Work.
 - (b) First Aid.
- (iv) Ambulance Service.
- (v) Messenger Service, including:-
 - (a) Indoor Messengers.
 - (b) Outdoor Messengers.
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 - (a) Mortuaries.
 - (b) Disposal of the dead.
- (x) Provision of Civil Defence Depots.
- (xi) Decontamination Service, including:-
 - (a) Decontamination of roads, etc.
 - (b) Decontamination Laundries for Civil Defence clothing and equipment.
 - (c) Decontamination of food.
- (xii) Gas Identification Service.
- (xiii) Decontamination Civil Laundry Service, including:-
 - (a) Washing and sorting of contaminated civilian clothing.
 - (b) Decontamination of civilian clothing.
- (xiv) Welfare of the Civil Defence personnel.
- (xv) Repair Depots.
- (d) Post-War Services
 - (i) Information and Administrative Centres.
 - (ii) Relieving and Re-housing.
 - (iii) General problems.

CHAPTER IV

FIRE DEFENCEORGANISATION

1. The general problem of fire defence falls naturally into three closely related divisions:-

- (a) Fire Prevention, which includes such measures as the clearance of attics, the sensible storage and dispersal of stores and precautions for the prevention of fires caused by carelessness.
- (b) Static Fire Defence, which includes the provision of personnel and appliances for the protection of individual risks or areas of risk. Fire Guard organisation comes under this heading and, in a few cases, personnel manning major appliances allotted for the defence of a risk of outstanding importance.
- (c) Mobile Fire Defence, which includes personnel manning major appliances which can be moved to wherever they are most needed over a wide area.

RESPONSIBILITY

2. The allocation of responsibility for the provision and control of fire defences between Army Fire Service units and S.O.'s C.A. (Fire) will be notified later.

CONDITIONS TO BE EXPECTED

3. (a) In most towns in liberated territory major appliances are likely to have been destroyed or removed and the great majority of trained personnel withdrawn. There should however in most places still remain the nucleus of some organisation which can be recruited.
- (b) In enemy territory the officials of the fire services and the civilian population may be hostile to the invading forces and the strictest control may be necessary. Actively hostile elements among the officials and personnel should be dismissed and replaced.

POINTS TO BE CONSIDERED

4. In re-establishing existing organisations the following points will be considered in conjunction with the local authorities:-
- (a) Issue of fire prevention orders.
 - (b) Organisation of Fire Guard.
 - (c) Organisation of a messenger service.
 - (d) Provision of emergency water supplies.

- (c) Mobile Fire Defence, which includes personnel manning major appliances which can be moved to wherever they are most needed over a wide area.

RESPONSIBILITY

2.

The allocation of responsibility for the provision and control of fire defence as between Army Fire Service units and S.O.'s C.A. (Fire) will be notified later.

CONDITIONS TO BE EXPECTED

3.

(a) In most towns in liberated territory major appliances are likely to have been destroyed or removed and the great majority of trained personnel withdrawn. There should however in most places still remain the nucleus of some organisation which can be resuscitated.

(b) In enemy territory the officials of the fire services and the civilian population may be hostile to the invading forces and the strictest control may be necessary. Actively hostile elements among the officials and personnel should be dismissed and replaced.

POINTS TO BE CONSIDERED

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In re-establishing existing organisations the following points will be considered in conjunction with the local authorities:-

- (a) Issue of fire prevention orders.
- (b) Organisation of Fire Guard.
- (c) Organisation of a messenger service.
- (d) Provision of emergency water supplies.
- (e) A system of control including observation posts.
- (f) A chain of command with officer rates.
- (g) Liaison between the Fire Guard and the Mobile Fire Service with particular reference to the reporting of fires.
- (h) Re-introing arrangements between towns.
- (i) Workshops and a maintenance and repair organisation.
- (j) Accommodation for fire stations and stores.
- (k) Conditions of service and hours of duty.

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- (l) Training schools and syllabuses. Schools may be set up in the country concerned or nationals may be sent to U.K. to be trained.
- (m) Uniforms and personal equipment for fire guards and firemen.
- (n) Appliances for both static and mobile fire defence.
- (o) Adaptors to fit British equipment for foreign hydrants, couplings, etc.
- (p) Working arrangements with Army Fire Service.

CHAPTER XVI

BOMB DISPOSAL AND COMBUSTION OF REMAINS.RESPONSIBILITIES.

1. (a) The army will be responsible only for disposing of enemy bombs and all mines, booby traps and other dangerous missiles which directly affect military operations or installations.

(b) The air forces will be responsible for disposing of:-

(1) all aviation and allied bombs anywhere,

(2) all enemy bombs etc. at airfields and air force installations.

(c) The navy will be responsible for disposing of:-

(1) all bombs and mines below high-water mark.

(2) all bombs etc. in naval establishments.

(d) The Civil Affairs Branch will be responsible for disposing of all other bombs, minefields, booby traps and other dangerous missiles not covered by (a), (b) and (c) above. This responsibility will continue after operations have ceased in a particular area.

ORGANIZATION.

1. The Civil Affairs Branch will there are set up a civil bomb disposal organization in enemy and liberated territories, to be linked with the local police forces and to operate under the Public Safety Section. This organization must be capable of functioning independently of the military bomb disposal units, though close collaboration will be essential for both work in the field and training.

TRAINING.

2. If any, materials of either allies or enemy countries will have received any training in bomb disposal. In train there will be a responsibility of the Civil Affairs Branch. Individuals may be trained in the U.S. at headquarters for service at schools to be set up in their own countries. Two types of training will be required, one for technical work, the other for the less skilled work of removal and final disposal of bombs.

3. It may be necessary to teach trained British bomb disposal officers to regional staffs in both enemy and liberated territories to deal with emergency operations.

4. It may be necessary to teach trained British bomb disposal officers to regional staffs in both enemy and liberated territories to deal with emergency operations.

- (1c) All enemy bombs etc. in airfields and air force installations.
- (c) The Navy will be responsible for disposing of:-
 - (i) All bombs and mines below high-water mark.
 - (ii) All bombs etc. in naval establishments.

(d) The Civil Affairs Branch will be responsible for disposing of all other bombs, minefields, body traps and other dangerous missiles not covered by (a), (b) and (c) above. This responsibility will continue after operations have ceased in a particular area.

ORGANIZATION

2. The Civil Affairs Branch will thereon set up a civil bomb disposal organization in every and liberated territories, to be linked with the local police forces and to operate under the Public Safety Section. This organization must be capable of functioning independently of the military bomb disposal units, though close collaboration will be essential for both work in the field and training.

TRAINING

3. (a) If any, nationals of either Allied or enemy countries will have received any training in bomb disposal. To train them will be a responsibility of the Civil Affairs Branch. Individuals may be trained in the U.S. as instructors for service at schools to be set up in their own countries. Two types of trainees will be required, one for technical work, the other for the long called work of removal and final disposal of bombs.

4. It may be necessary to teach trained British bomb disposal officers to regional staffs in both enemy and liberated territories to deal with emergency conditions.

STAFFS TO BE FORMED

5. Staffs to be considered will include:-
 - (a) Selection of suitable personnel for instruction and eventual operations.
 - (b) Provision of fighting tools, weapons, bombs and tanks, clothing and equipment from local resources.
 - (c) Provision of transport from local resources for the removal of bombs. (minefields and body traps will be destroyed in situ).
 - (d) Fighting bomb couriers for internal couriers.
 - (e) Safety precautions.

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CHAPTER XVIIINTELLIGENCEORGANIZATION AND FUNCTIONS

1. The Civil Affairs Branch will include an Information Section. It will be responsible for disseminating intelligence:-

- (a) Required by the Civil Affairs Branch,
- (b) Required by others about civil affairs matters.

It will operate under the direction of the Senior S.O.C. (Information) (See Chapter XVII).

SOURCES

2. The Information Section will draw its information from:-

- (a) S.S.I.(a), (b) and (c),
- (b) Reports and other intelligence from Civil Affairs Officers,
- (c) Intelligence received from Information Intake Units,
- (d) Special queries to Civil Affairs Officers,
- (e) Special queries when necessary to other sources of intelligence.

4. It is not the business of the Civil Affairs Branch to set up an intelligence-gathering organization. This is the duty of S.S.I. The Information Intake Units referred to in 2(c) above, though operating under the Senior S.O.C. (Information), are established primarily for the purposes described in Chapter XVII.

CHAPTER XVIIPUBLIC RELATIONSA. DELIBERATE TACTICSGENERAL

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1. In order to ensure the confidence and goodwill of the local population it is essential that they should be supplied with an adequate service of news, information and guidance, both about the activities and arrangements of the Civil Affairs Branch, the policies and intentions of the United Nations and the course of world events, past and present.

The Civil Affairs Branch will be responsible, to the extent shown below and within the limits of security prescribed by G.S.I., for the diffusion and ownership of news and information in liberated territory.

The outline plan as set out in this chapter is based on the following assumptions:-

- (a) an area is clear of the enemy and it is desired to start normal civil life again as rapidly as possible. The area initially envisaged was a 35 mile radius - this area can be expanded in accordance with circumstances. It is intended that the personnel referred to in para 5, who will be once attached to the staff of the G.S.I.O. at force headquarters, will eventually cover a complete region.
- (b) Such telegraph and telephone facilities as exist will be repaired primarily for operational purposes.
- (c) Equipment normally available for disseminating news, information or guidance, i.e. printing presses, local newspaper, radio transmitter and receiving sets, cinema etc., may be wholly or partially out of order.
- (d) After the commencement of operations all possible information will have been obtained as to local information channels, e.g. character and circulation of newspapers, reliability of their editors, radio stations and receiving sets, location and equipment of cinema, etc.

INFORMATION AND NEWS

2. (a) The Civil Affairs Branch will be responsible for:-

The Civil Affairs Branch will be responsible, to the extent shown below and within the limits of security prescribed by G.S.I., for the diffusion and censorship of news and information in liberated territory.

The outline plan as set out in this chapter is based on the following assumptions:-

- (a) An arm is clear of the enemy and it is desired to start normal civil life again as rapidly as possible. The area initially envisaged is a 35 mile radius - this area can be expanded in accordance with circumstances. It is intended that the personnel referred to in para 5, who will be on or attached to the staff of the C.C.A.O. at force headquarters, will eventually cover a complete region.
- (b) Such telephone and telegraph facilities as exist will be required primarily for operational purposes.
- (c) Equipment normally available for disseminating news, information and entertainment, e.g. printing presses, local newspapers, radio transmitters and receiving sets, cinemas etc., may be fully or partially out of order.
- (d) Before the commencement of operations all possible information will have been obtained as to local information channels, e.g. character and circulation of newspapers, reliability of their editors, radio stations and receiving sets, location and equipment of cinemas, etc.

INFORMATION AND NEWS

2. (c) The Civil Affairs Branch will be responsible for:-
 - (i) The supply of information services to the population of the territory under their administration.
 - (ii) The provision of facilities for the supply of news about events in the liberated area to the public all over the world.
 - (iii) The above responsibilities will be taken to include all information, publicity, and public relations services vis-a-vis the population of the liberated territory, including those required by specific departments and civilian relief organizations operating under the control of the Civil Affairs Branch.

Detailed duties will include:-

- (i) Collection of information and photographic material for official use.
- (ii) Re-equipping, control and servicing of local radio stations and provision or supplementation of listening facilities.
- (iii) Organization and supply of news and photographic services.
- (iv) Evacuation of bulletins, broadsheets and official newspapers in the region, which will include the instructions of the C.C.A.C. and his staff and such local and other news as space allows and will be posted at appropriate public information points under arrangements made through the medium of the police.
- (v) Starting up and subsequent servicing and control by licensing, subsidy or other means of such local newspapers as are considered suitable.
- (vi) Supply and distribution of books, periodicals, etc.
- (vii) Re-equipping and re-starting of local cinemas, etc. and servicing and supply of suitable films (including instructional films issued on behalf of the C.C.A.C.).
- (viii) Citizens' advice service, run on the lines of the citizens' advice service in U.K., to explain to the population the instructions and arrangements of the Civil Affairs Branch, etc.
- (ix) Liaison with:
 - (a) Intelligence staffs, civil, military and air.
 - (b) Director of Welfare.
 - (c) Public relations staff of the C.-in-C.
 - (d) Relief and other such organizations as may exist or be established in the region with the permission of the C.C.A.C. acting in accordance with policy of the C.-in-C.
 - (e) Allied Liaison Missions accredited to the C.-in-C.
- (x) Provisions of facilities for supplying news as under paragraph (a) (ii) above.
- (xi) Gauging and reporting on public opinion and advising the Civil Affairs Branch with a view to re-establishing

- other news as space allows and will be posted at appropriate public information points under arrangements made through the medium of the police.
- (v) Starting up and subsequent servicing and control by licensing, subsidy or other means of such local newspapers as are considered suitable.
 - (vi) Supply and distribution of books, periodicals, etc.
 - (vii) Re-equipment and re-starting of local cinemas, etc. and servicing and supply of suitable films (including instructional films issued on behalf of the C.C.A.O.).
 - (viii) Citizens' service service, run on the lines of the citizens' service service in U.S., to explain to the population the instructions and arrangements of the Civil Affairs Branch, etc.
 - (ix) Liaison with:
 - (a) Intelligence staffs, naval, military and air.
 - (b) Director of Welfare.
 - (c) Public relations staff of the C.-in-C.
 - (d) Relief and other such organizations as may exist or be established in the region with the permission of the C.C.A.O. acting in accordance with policy of the C.-in-C.
 - (e) Allied Liaison Missions accredited to the C.-in-C.
 - (x) Provisions of facilities for outgoing news as under paragraph (a) (ii) above.
 - (xi) Gauging and reporting on public opinion and advising the Civil Affairs Branch with a view to re-establishing and maintaining the goodwill of the population and avoiding or repairing unnecessary offence given by Civil Affairs Branch or military action.
 - (c) The C.C.A.O. will:
 - (i) Be consulted by the Director of Welfare in connection with the local supply of news and information to our own troops,
 - (ii) Be kept informed by the Political Warfare Executive in connection with propaganda to allied nationals within territories still under enemy control and about political warfare against the enemy.

CENSORSHIP

3. (a) Censorship other than postal and telecommunications censorship (for which see Chapter XII) will be carried out by the civilian authorities in London responsible for censorship in the U.K. subject to:-

(1) Final decision by G.C.I. on questions affecting military security.

(11) Final decision by the C.C.A.C. on questions affecting civil affairs.

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(b) The above-mentioned civilian authorities will nominate the personnel required for censorship. These will be enlisted or commissioned and formed into military units placed under the C.C.A.C. for administration and discipline but will operate under the instructions of the civilian authorities mentioned above.

4. Certain of the services referred to in paragraph 2 (b) above, namely in (i), (ii), (iii), (iv) and parts of (ix), will also be required for the discharge of functions (i.e. propaganda to nationals in unoccupied territory and political warfare against the enemy) which are not the responsibility of the Civil Affairs Branch. Where this is so it will be necessary for the appropriate Political Warfare authority to consult with the Civil Affairs Branch on the allocation of scarce resources, e.g. radio time, paper stocks, etc., and other matters of common interest.

PROVISION OF PERSONNEL

5. (a) For the discharge of the public relations and censorship functions described in this chapter and the intelligence function described in Chapter XII, a Senior C.C.A.C. (Information) will be appointed to the C.C.A.C.'s staff. This officer will work in close consultation with the Political Warfare authorities and will be responsible for advising the C.C.A.C. on the propaganda and political warfare implications of his administrative arrangements. This appointment will be made by the War Office with the concurrence of the Ministry of Information and the Political Warfare Executive.

- (b) The staff required to carry out the functions set out in the preceding paragraphs will comprise:-

(1) Staff at Force Headquarters.

- = Senior C.C.A.C. (Information)
- = Assistant C.C.A.C. (Information)
- = Publications unit.
- = Broadcasting officer.
- = Press officer.
- = Film officer.
- = Information officer
- = (to provide facilities

of commissioned and ferried into military units placed under the S.C.A.O. for administration and discipline but will operate under the instructions of the civilian authorities mentioned above.

4. Certain of the services referred to in paragraph 2 (b) above, notably in (i), (ii), (iii), (iv) and parts of (ix), will also be required for the discharge of functions (i.e. propaganda to nationals in liberated territory and political warfare against the enemy) which are not the responsibility of the Civil Affairs Branch. Where this is so it will be necessary for the appropriate Political Warfare authority to consult with the Civil Affairs Branch on the allocation of scarce resources, e.g. radio time, paper stocks, etc., and other matters of common interest.

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5. (a) For the discharge of the public relations and censorship functions described in this chapter and the intelligence functions described in Chapter XVII, a Senior S.C.A.O. (Information) will be appointed to the S.C.A.O.'s staff. This officer will work in close consultation with the Political Warfare authority and will be responsible for advising the S.C.A.O. on the propaganda and political warfare implications of his administrative arrangements. This appointment will be made by the War Office with the concurrence of the Ministry of Information and the Political Warfare Executive.

- (b) The staff required to carry out the functions set out in the preceding paragraphs will comprise:-

(A) Staff at Home Headquarters.

- | | |
|---|-----------------------------|
| • Senior S.C.A.O. (Information) | • Publications unit. |
| • Assistant S.C.A.O. (Information) | • Broadcasting officer. |
| • Information officers (to provide facilities for out-going news). | • Press officer. |
| • Censorship unit. | • Film officer. |
| • Information Intelligence unit (which political warfare officers). | • Books officer. |
| | • News supply unit. |
| | • Distribution officer. |
| | • Citizens' advice officer. |
| | • Liaison officers. |

together with the necessary technical and subordinate staff.

(Should personnel constitute essential nucleus staff. The remaining staff will be supplied as and when circumstances permit.)

(15)/

CHAPTER XIXSTATIONERY SUPPLIES, PRINTING AND NEWSPAPER PRODUCTION.PLANNING OF REQUIREMENTS

1. Printing and stationery requirements in the field may be divided into three main groups:-

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- (a) Requirements of the military forces (including the Civil Affairs Branch).
- (b) Requirements of the military government in their dealings with the civil population. This group includes proclamations, forms, newspapers and printed propaganda material of all kinds.
- (c) The needs of the civil authorities and population. This includes material required by the civil government for carrying on its own business (forms, etc.) and the requirements of, for instance, indigenous newspapers which we desire to continue publication.

RESPONSIBILITY FOR MEETING MILITARY REQUIREMENTS

2. Requirements under para. 1(a) and (b) will be met by the Army Printing and Stationery Services, except that they will have no responsibility for supplies, equipment or personnel for the production of newspapers.

RESPONSIBILITY FOR MEETING CIVIL REQUIREMENTS

3. Supplies and equipment required for actual civil use, whether for civil government departments or for indigenous newspapers, are a civil affairs branch responsibility and should be demanded in the same way as other civil affairs stores. (See Chapter XXV)

ALLOCATION OF CAPACITY

4. In case of shortages, the allocation of the Army Printing and Stationery Services production capacity as between military and Civil Affairs branch requirements will be made by G. The senior S.O.C.A. (Information) will be responsible for sub-allocating the production capacity allotted to him as between the political warfare Executive and Civil Affairs needs.

INDUSTRY

5. The production of newspapers for the troops is the responsibility of the Director of Warfare. This is normally provided with resources for this purpose. The Information Section will also normally be provided with a publications unit capable of producing newspapers or at least

the civil population. This group includes proclamations, forms, newspapers and printed propaganda material of all kinds.

- (4) The needs of the civil authorities and population. This includes materials required by the civil government for carrying on its own business (forms, etc.) and the requirements of, for instance, indigenous newspapers which we desire to continue publication.

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NEWSPAPERS

5. The production of newspapers for the troops is the responsibility of the Director of Welfare who is normally provided with resources for this purpose. The Information Section will also normally be provided with a radio-telephone unit capable of producing newspapers or at least bulletins for the population. It has been agreed in principle that these resources should be pooled for economy and to give better service. The degree of amalgamation will depend on such circumstances as the location of troops in relation to the centres of population. Amalgamation and civilisation have advantages from a control and co-ordination point of view. Editorial personnel would of course remain separate.

NEWS SERVICES

6. News services will be provided through the special staff allotted to the senior S.O.C.A. (Information) (see Chapter VIII). In providing news, however, account must be taken of the special needs of the two types of public - British soldiers and the civil population.

CHAPTER IXPOSTAL AND TELECOMMUNICATIONS CENSORSHIPRESPONSIBILITY

1. G.S.I.(c) is responsible for postal and telecommunications censorship policy and for conveying this and the necessary instructions for implementing it through its liaison staff to the Civil Affairs Branch. If R.A.F. representation is necessary, G.S.I.(c) will arrange it.

ORGANIZATION

2. The Civil Affairs Branch will be responsible for executive control and administration of postal and telecommunications censorship. Within the Civil Affairs Branch a Postal and Telecommunications Censorship Section will be established, under the Senior S.O.3.4. (Postal and Telecommunications Censorship) on the staff of the O.C.A.O. The personnel of this section may have to be supplemented by the employment of nationals of the occupied territory who have been approved by G.S.I.(b).

EXISTING MACHINERY

3. Any existing machinery of censorship should be adopted in preference to the creation of a new system. The essence of successful censorship is speed.

ACCOMMODATION

4. Censorship and the communications services it censors should be accommodated where possible in the same premises.

MAILS

5. (a) Prisoner of War Mail
(i) Enemy Censorship of enemy P/W mail will be the responsibility of G.S.I.(c).
(ii) Allied Censorship of civil mail to and from prisoners of war in enemy hands will be the responsibility of the Civil Affairs Postal and Telecommunications Censorship Section.

(b) Captured mail and documents

Arrangements for examining captured mail and documents will be made by G.S.I.(c) who will ensure that once military requirements have been met such mails and documents are immediately handed over to the Civil Affairs Postal and Telecommunications Censorship Section for examination for information of value to

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Arrangements for examining captured mail and documents will be made by G.S.I. (c) who will ensure that once military requirements have been met such mails and documents are immediately handed over to the Civil Affairs Postal and Telecommunications Censorship Section for examination for information of value to departments and ministries in U.S. and to the Civil Affairs Branch.

(c) Other civilian mail

(i) Internal. In view of the physical impossibility of examining regularly more than a very small percentage of mail, security will best be served by means of periodic intensive "snap" censorship.

(ii) External. Until censorship in occupied territory is possible, external mails in both directions should be routed through the U.S. where they can be examined by the Imperial Postal and Telegraph Censorship Department subject,

/however

however, to the requirements of security and of operational intelligence.

- (iii) Transit. Transit mails (mails originating from and destined to addresses outside occupied territory) should if possible be routed through the U.K. for censorship unless they come from or are destined for a country where censorship is under United Nations control.

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TRAVELLERS

6. Control of travellers is the responsibility of G.S.I. (b), but their documents must be censored. Pre-censorship of documents, etc. carried by travellers who have been permitted to enter or leave the occupied territory should be arranged wherever possible.

TELECOMMUNICATIONS

7. G.S.I. (c) will be responsible for any censorship required until telecommunications facilities are open for civil use, when the Civil Affairs Postal and Telecommunications Censorship Section will take over.

- (a) Internal Telegraph Service. Telegrams may be restricted and routed through one or more focal points where either the whole or a proportion of the traffic can be censored.

- (b) Internal Telephone Service. As only a small proportion of traffic can be censored, the censorship staff will be best employed on long distance calls. Special attention may be given to calls to and from certain areas and individual lines may be watched if required.

- (c) External Telegraph Service. Telegrams should be censored before despatch and may if necessary be routed for re-examination by Imperial Censorship in London.

- (d) External Telephone Service. External calls where allowed should be subject to complete censorship.

INFORMATION AND RECORDS

8. a. Central Information and Records Section should be set up to collect, collate and distribute information. Its duties will be:-
- (a) Receipt and issue of directives for the production of information required.
- (b) Preparation and issue of necessary watch lists.
- (c) Liaison with G.S.I. (c), Imperial Censorship and the

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- (a) Receipt and issue of directives for the production of information required.
- (b) Preparation and issue of necessary watch lists.
- (c) Liaison with G.S.I.(c), Imperial Censorship and the Civil Affairs Information Section.
- (d) Collection, distribution and recording of information obtained.

DISPOSAL OF INFORMATION

- 9. (a) Military information will be passed to G.S.I.(c).
- (b) Information required by departments and ministries in U.K. will be passed to the Imperial Postal and Telegraphic Censorship Department in U.K.
- (c) Information required by the Civil Affairs Branch will be passed to the Civil Affairs Information Section.

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CHAPTER XXIRESPONSIBILITY

1. Education and educational establishments are in the early stages of operations the concern primarily of the Public Safety Section, on account of the Security aspect, but will soon become of interest to the General Welfare and Emergency Relief Section. Educational advisers may be appointed to the staff of the E.O.A.C. or to regional staffs.

ENEMY TERRITORY

2. In enemy territory all educational establishments, including universities, should be closed in the early stages of occupation. They should normally be reopened at the discretion of the Military Governor as soon as matter deemed objectionable has been eliminated from the syllabus, books, maps etc., and universities removed from the staffs. Instructions should be issued that books will be submitted for censorship before being taken into use, and that the use of books not approved by the Civil Affairs Branch will be an offence. Within the Civil Affairs Branch censorship will be the responsibility of the censorship personnel under the Section E.O.S.A. (Information). Schools reopened in enemy territory will be kept under inspection to check that subversive and political propaganda is not taught under the guise of educational instruction. A threat to dismiss teachers and, with State-aided schools, to withdraw funds may serve as a deterrent to subversive and political activities. G.S.I. (b) should be requested to assist by keeping doubtful personnel under observation.

LIBERATED TERRITORY

3. Educational establishments in liberated territories may well have been utilized by the enemy for propaganda purposes and it may be found necessary to purge them of undesirable elements. In permitting and arranging for reopening, the Civil Affairs Branch will act in close concert with the liaison mission of the national government concerned.

INTERNATION

4. In order to avoid undue delay in the reopening of schools, lists of all schools, universities and other educational establishments, as well as of staffs and faculties, in both enemy and enemy-occupied territories, will be prepared by the Public Safety Section before operations begin.

EDUCATIONAL BUILDINGS

5. School buildings in enemy or liberated territories should not be requisitioned for military purposes except under urgent operational

ENEMY TERRITORY

2. In enemy territory all educational establishments, including universities, should be closed in the early stages of occupation. They should normally be reopened at the discretion of the Military Governor as soon as matter deemed objectionable has been eliminated from the syllabus, books, maps etc., and undesirables removed from the staffs. Instructions should be issued that books will be submitted for censorship before being taken into use, and that the use of books not approved by the Civil Affairs Branch will be an offence. Within the Civil Affairs Branch censorship will be the responsibility of the censorship personnel under the Senior S.O.C.A. (Information). Schools reopened in enemy territory will be kept under inspection to check that subversive and political propaganda is not taught under the guise of educational instruction. A threat to displace teachers and, with State-aided schools, to withdraw funds may serve as a deterrent to subversive and political activities. C.S.I.(b) should be requested to assist by keeping doubtful personnel under observation.

LIBERATED TERRITORY

3. Educational establishments in liberated territories may well have been utilized by the enemy for propaganda purposes and it may be found necessary to purge them of undesirable elements. In permitting and arranging for reopening, the Civil Affairs Branch will act in close concert with the liaison mission of the national government concerned.

INFORMATION

4. In order to avoid undue delay in the reopening of schools, lists of all schools, universities and other educational establishments, as well as of staffs and faculties, in both enemy and enemy-occupied territories, will be prepared by the Public Safety Section before operations begin.

EDUCATIONAL BUILDINGS

5. School buildings in enemy or liberated territories should not be requisitioned for military purposes except under urgent operational necessity.

MATTERS TO BE CONSIDERED

6. Matters to be considered should include:-
 - (a) Security questions, including scrutiny of staff and censoring of books.
 - (b) Welfare questions.
 - (c) Personnel.
 - (d) Accommodation.
 - (e) Equipment.
 - (f) Funds.

CHAPTER XXIIFINE ARTS AND MONUMENTSGENERAL

1. It is the declared policy of S.O. Government to avoid, so far as military operations permit, damage to historical monuments, antiquities, museums, libraries, churches and, in general, objects which form part of the cultural heritage of the world. It will be the duty of the Affairs Branch to ensure that this policy is carried out.

PROTECTION

2. Protection from our own troops will be required as much as from the civil population. Areas and buildings may have to be placed out of bounds and museums and art galleries closed and in extreme cases guarded. S.O.'s.C.A. cannot give direct orders to troops. These must be issued by the appropriate commander. It will be for S.O.'s.C.A. to request issue. Orders to the civil population must of course be issued by S.O.'s.C.A. in conjunction with the civil authorities.

While hostilities continue, air raid precautions will be necessary. The local authorities should be required to take these.

LISTS

3. (a) Lists of monuments and of the most important art treasures likely to be met with will be provided by the War Office Adviser on Fine Arts and Monuments (or the Adviser on Fine Arts and Monuments on the staff of the S.O.'s.C.A. if one is appointed). S.O.'s.C.A. should check these lists as soon as possible after arrival on the ground and should record the condition of the items, noting especially any visible damage which appears to have been done.
- (b) S.O.'s.C.A. should order all civil custodians of museums, art galleries, libraries and churches to forward an inventory of the objects in their custody so that these may be checked by experts as soon as this can be arranged. Such lists should be forwarded to the S.O.'s.C.A.

SHOULD ART TREASURES

4. (a) Many art treasures are known to have been taken officially and unofficially by the Axis powers while in occupation of Allied territory. The Civil Affairs Branch will have to ensure the recovery and restoration of these.
- (b) Orders will be issued directing that anyone with knowledge of the whereabouts of any item which they know or suspect to have been removed from an Allied country is to report the information to the nearest S.O.'s.C.A. Such reports will be investigated, if necessary, by S.O.

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(b) S.O.'s... should order all civil custodians of museums, art galleries, libraries and churches to forward an inventory of the objects in their custody as they may be checked by experts as soon as this can be arranged. Such lists should be forwarded to the C.O.'s....

STOLEN AND MISSING

4. (a) Many art treasures are known to have been taken officially and unofficially by the Axis powers while in occupation of Allied territory. The Civil Affairs Branch will have to ensure the recovery and restoration of these.

(b) Orders will be issued directing that anyone with knowledge of the whereabouts of any item which they know or suspect to have been removed from an Allied country is to report the information to the nearest S.O.'s... Such reports will be investigated, if necessary, by S.O.'s... (Police).

(c) All civil custodians of museums, libraries and art collections will be required to make lists, separate from those referred to in paragraph 3 above, showing all items received since September 1st, 1939 and the source from which they were obtained. Penalties for non-compliance should be included in the ordinance.

(d) S.O.'s... on receiving the lists will arrange to segregate and guard the items which appear to have been stolen.

(e) The lists will then be forwarded to the C.O.'s... who will arrange for the necessary scrutiny, normally by the Adviser on Fine Arts and Monuments.

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- (d) S.C.A.B. will forward the summarized lists to the War Office which will be responsible for co-ordinating restoration and will issue the instructions for actual transfer. No transfer will be made without War Office authority.

PROVINCES AND ARCHIVES

5. Records and archives of all kinds, including those of provinces or countries, must be preserved and will not be removed by anyone without the authority of the Civil Affairs Branch.

ARTISTS

6. An adviser on Fine Arts and Monuments may be appointed to the staff of the S.C.A.B. Assistant advisors may be attached to regions to advise on these matters in areas of special cultural interest or cities containing many notable monuments or collections of art treasures.

MAITERS TO BE CONSIDERED

7. Matters to be considered should include:-

- (a) Notices for posting on monuments, etc.
- (b) Protection against damage, including air raid damage.
- (c) Measures required to preserve against deterioration.
- (d) Lists of what exists.
- (e) Preservation of records and archives.
- (f) Issues of orders to troops and to the civil population.
- (g) Special measures to recover stolen art treasures.

STAFF ROSTERFINANCIAL, BANKING AND CURRENCYRESPONSIBILITY

1. A senior C.O.C. (Finance) will be appointed to the staff of the C.O.C. and will be responsible for:-

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- (a) The financial administration of the territory.
- (b) Advising the C.O.C. on all financial and accounting matters in connection with the administration of the occupied territory.

FINANCIAL MEASURES

2. The restoration of financial stability is closely allied to the re-establishment of peace, order and public confidence. Measures which may have to be taken to this end will include:-

- (a) Guarding of assets and records of banks and other holders of valuables.
- (b) Control of banks.
- (c) Imposition of a moratorium.
- (d) Freezing of credits.
- (e) Prohibition of transactions with the enemy or with enemy-occupied territory. Measures to enforce this should be concerted with the public safety section and C.O.C. (b).

In any event a rapid reorganisation must be made of conditions and resources on a basis for immediate and subsequent action on the matters dealt with in the succeeding paragraphs.

CURRENCY

3. The currency policy to be followed will be laid down by the Air Force. This policy can be determined only in the light of circumstances affecting the territory to be invaded or liberated. One of the following may be used:-

- (a) Local invasion or "imposed" currencies such as British Military Administration notes.

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FIRST PRIORITY

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- (b) Control of banks.
- (c) Imposition of a moratorium.
- (d) Freezing of credits.
- (e) Prohibition of transactions with the enemy or with enemy-occupied territory. Measures to enforce this should be concerted with the Public Safety section and G.I.I.(b).

In any event a rapid reconnaissance must be made of conditions and resources on a basis for immediate and subsequent action on the matters dealt with in the succeeding paragraphs.

CURRENCY

3.

The currency policy to be followed will be laid down by the War Office. That policy can be determined only in the light of circumstances affecting the territory to be invaded or liberated. One of the following may be used:-

- (a) Official invasion or "spoils" currencies such as British Military Administration notes.
- (b) Local currency in its existing form.
- (c) Special issue of notes denominated in the local currency.

Ordinary British currency notes will not be used in that would weaken the controls which have been established to deny the enemy any benefit from stocks of British currencies seized by them in the past.

RATE OF EXCHANGE

4.

Rate of exchange between the local currency and the currencies

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of the nation taking part in the occupation, including any special circumstances they may have temporarily, will be advised by the War Office, who will pay due regards to price levels and other relevant economic data.

BANKING PROVISIONS IN NEW TERRITORY

4.

The operations of central and all other banks in every territory must be rigidly controlled. They will almost certainly be closed in the initial stages and observation of all orders issued by the C.-in-C. through his banking controller will be a condition of re-opening. Matters which the Senior S.O.C.A. (Finance) must consider in this connection include:-

- (a) Restriction of withdrawals. (In fixing limits, requirements for paying wages and the needs of local authorities and of industry must be taken into account).
- (b) Freezing of accounts where the account holder is working against the occupying forces.
- (c) Otherwise controlling any large sums of money in the hands of individuals.
- (d) Facilitating cash recovery.
- (e) Establishing reserve banks.
- (f) Control of the extension of credit.
- (g) Effects of the occupation, if imposed.
- (h) Control of bank deposits.
- (i) Removal or withdrawal of personnel, in conjunction with the Public Safety Section and S.S.I. (i).

BANKING IN DISRUPTED AREAS

5.

The extent to which the control measures in para. 5 above will be applied will depend upon circumstances. Action on any of the matters listed will be required in any event in order to restore financial stability, in the interests of the population. The manner of securing the control necessary should follow the lines indicated in Chapter I, paragraphs 10 and 11.

CONTROL OF OTHER MEASURES AND CREDIT DISTRIBUTIONS

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- (a) Restriction of withdrawals. (In fixing limits, requirements for paying wages and the needs of local authorities and of industry must be taken into account).
- (b) Freezing of accounts where the account holder is working against the occupying forces.
- (c) Otherwise controlling any large sums of money in the hands of individuals.
- (d) Freezing of cash reserves.
- (e) Establishing reserve banks.
- (f) Control of the extension of credit.
- (g) Effects of the rationing, if imposed.
- (h) Control of safe deposits.
- (i) Removal of undesirable personnel. In conjunction with the Public Safety Section and S.S.I.(b).

FINANCING IN ILLEGAL AND JAILED TERRITORY

6. The extent to which the central measures in para. 5 above will be applied will depend upon circumstances. Action on some of the matters listed will be required in any event in order to restore financial stability, in the interests of the population. The manner of securing the central measures should follow the lines indicated in Chapter I, paragraphs 10 and 11.

CONTROL OF OTHER FINANCIAL AND CREDIT INSTITUTIONS

7. Stock exchanges, bureaux, insurance companies, credit institutions, pawnshops and moneylenders may also have to be closed or controlled. It must be remembered in considering control that limitations placed on government owned insurance schemes and the operation of certain types of insurance policy immediately affect the welfare of the population.

FINANCIAL POLICY IN JAILED TERRITORY

8. The Hague Convention prohibits the alteration of the existing funds of revenue, but permits the occupying power to levy a contribution from the inhabitants of the occupied territory to cover:-

/(a)

- (c) any deficit in the actual cost of civil administration,
 (b) The cost of the armies of occupation.

In finance, however, as in all other matters, the greatest possible use must be made of the requirements of the C.-in-C. will be made of the existing machinery of government. The existing administration will collect taxes in the normal way and will be allowed to continue to meet essential running expenses, but any expenditure of a special nature should be permitted only in exceptional circumstances. Enemy officials who are ready to co-operate with the military government and are confirmed in their appointments must be paid, though not necessarily at the rates they formerly received. There is no obligation upon the occupying power to pay state pensions, but it may be good policy to do so, if only to prevent those formerly in receipt of them from qualifying for relief. Cash relief to indigents may be granted on a reasonable scale and it may be necessary to arrange advances to, for example, public utility organizations to meet essential wage bills or running expenses where funds are not otherwise available.

FINANCIAL POLICY IN LIGHT OF ALLIED TREATY

The greatest possible use will of course be made of the existing machinery of government. The existing administration will continue to collect taxes and meet running expenses, etc. Cash relief on a reasonable scale may be granted and it may be necessary to arrange advances to, for example, public utility organizations.

TRANSFER OF REAL PROPERTY

It may be desirable in the early stages of the occupation to forbid all transfers of real property, in order to prevent hoarding through forced sales to speculators made under the stress of invasion conditions. This should normally be only a temporary measure.

FINANCING IMPORTS OF ESSENTIAL GOODS AND MATERIALS IN BOTH EMERGENCY AND NORMAL CIRCUMSTANCES

Goods imported by the C.-in-C. will always be sold to local authorities, firms and individuals who require them, for local currency at the controlled prices (see para. 12 below). The question of foreign exchange limitations incurred in respect of such imports will be a matter for settlement between governments.

PRICE CONTROL IN EMERGENCY AND DISTURBED CIRCUMSTANCES

Control of prices will be required at the earliest stage.

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FINANCIAL POLICY IN LIBERATED TERRITORY

The greatest possible use will of course be made of the existing machinery of government. The existing administration will normally be used to collect taxes and meet running expenses, etc. Cash relief on a reasonable scale may be granted and it may be necessary to arrange advances to, for example, public utility organizations.

TRANSFER OF REAL PROPERTY

It may be desirable in the early stages of the occupation to forbid all transfers of real property, in order to prevent hoarding through forced sales to speculators and under the strain of invasion conditions. This should normally be only a temporary measure.

REGULATING IMPORTS OF ESSENTIAL GOODS AND MATERIALS IN BOTH ENEMY AND LIBERATED TERRITORIES

Goods imported by the D.O.C. will always be sold to local authorities, firms and individuals who require them, for local currency at the controlled prices (see para. 12 below). The question of foreign exchange limitations incurred in respect of such imports will be a matter for agreement between governments.

PRICE CONTROL IN ENEMY AND LIBERATED TERRITORY

Control of prices will be required at the earliest stage. A proclamation should be issued imposing price control and ordering price lists to be prominently posted in all retail establishments, including restaurants. At the outset it will almost certainly not be possible to do more than set prices at their existing levels. Subsequently they should be reviewed by a Price Control Board, of which the Senior S.O.C. (Finance) should be Chairman and other S.O.C. concerned members, including in particular representatives of the Trade and Industry, Agriculture and Labour Sections. A and Q should be represented.

CHAPTER XXIV

EXPENDITURE AND ACCOUNTINGFINANCIAL POWERS OF THE C.-in-C.

1. The financial powers of the C.-in-C., in Civil Affairs matters, including his powers to delegate financial responsibility, will be decided by the War Office for each operation.

STATUS OF SENIOR S.O.C.A. (FINANCE)

2. The Senior S.O.C.A. (Finance) is the representative of the Accounting Officer for the War Office who is responsible to Parliament for the regularity of all British Army expenditure including that on civil affairs which falls on British Army votes. As this representative, the Senior S.O.C.A. (Finance) has the right of direct access on financial matters to the Accounting Officer should need arise. Notwithstanding this direct responsibility as financial and accounting officer, the Senior S.O.C.A. (Finance) is under the command of the C.C.A.O. and must carry out his policy subject to the right of access to the Accounting Officer, War Office.

Similarly other S.O's.C.A. (Finance) must carry out the instructions of the S.C.A.O. under whom they are serving subject to any financial instructions received from their financial superiors to whom they have right of direct access. S.O's.C.A. (Finance) must invariably be consulted by S.C.A.O's on all matters involving finance.

OBJECTS ON WHICH MONEY MAY HAVE TO BE SPENT

3. Expenditure may be incurred only on the approved objects of military government (see Chapter I, para. 5 and Chapter IV, para. 11). The bulk of the expenditure in both liberated and enemy territories will be incurred by the existing indigenous administration but the C.C.A.O. may have to incur certain expenses directly on, for instance:-

(a) Repairs to public works, municipal installations, railways, docks etc. The standard of repair and service to be aimed at must be calculated in accordance with the paragraph to which reference is made above.

(b) Relief (see Chapter XXIII).

RATES OF PAY FOR CIVIL LABOUR

4. The Senior S.O.C.A. (Finance), in conjunction with the Financial Adviser to the C.-in-C., will lay down the standard rates of pay, valid throughout the occupied territory, for all civilian labour employed under the authority of the army including the

Accounting Officer for the War Office who is responsible for the regularity of all British Army expenditure including that on civil affairs which falls on British Army votes. As this representative, the Senior S.O.C.A. (Finance) has the right of direct access on financial matters to the Accounting Officer should need arise. Notwithstanding this direct responsibility as financial and accounting officer, the Senior S.O.C.A. (Finance) is under the command of the C.C.A.O. and must carry out his policy subject to the right of access to the Accounting Officer, War Office.

Similarly other S.O.C.A. (Finance) must carry out the instructions of the C.C.A.O. under whom they are serving subject to any financial instructions received from their financial superiors to whom they have right of direct access. S.O.C.A. (Finance) must invariably be consulted by S.C.A.O.'s on all matters involving finance.

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(a) Repairs to public works, municipal installations, railways, docks etc. The standard of repair and service to be aimed at must be calculated in accordance with the paragraph to which reference is made above.

(b) Relief (see Chapter XXIX).

RATES OF PAY FOR CIVIL LEAGUE

The Senior S.O.C.A. (Finance), in conjunction with the Financial Advisor to the C.-in-C., will lay down the standard rates of pay, valid throughout the occupied territory, for all civilian labour employed under the authority of the army including the Civil Affairs Branch. For this purpose he should establish a Wage Control Board under his Chairmanship. Q, Director of Labour, the Financial Advisor and representatives of the Sections of the Civil Affairs Branch concerned should be regular members. Representatives of the army services and if considered desirable of the local authorities should be called in as required. (See also Chapter XXX, para. 6).

ACCOUNTING

The accounting for and custody of all money and stores issued to them is the personal responsibility of Civil Affairs officers. All Civil Affairs officers to whom money is entrusted

/will

will be interest holders and will account for these moneys to the S.C.C.... (Finance) from whom they are drawn.

ACCOUNTING FOR STORES

6. The precise system to be followed in accounting for stores and other stores and equipment during the occupation will be laid down by the War Office. A record (supported by quantitative receipts) showing what has been issued to them by whom and on what date also what they have issued, to whom and on what date is the minimum that will be required of each Civil Affairs officer who is in charge of any stores or equipment.

ARMY ACCOUNT

7. The Senior S.C.C.... (Finance) is responsible for making banking arrangements for civil affairs moneys.

CLAIMS

8. The settlement of claims arising from the actions of the military government or out of the occupation will be referred by Civil Affairs officers to the Claims Commission set up in accordance with F.S.A. Vol. I Section 200. Nevertheless, the military government has an interest in claims, as the decisions of the Claims Commission may well have civil affairs repercussions. Civil Affairs officers may often be in a position to advise the Claims Commission on the circumstances attending claims and the bona fides of claimants. Close liaison will therefore be maintained by the Civil Affairs Branch with the Claims Commission.

EQUIPMENT AND STORESGENERAL

1. Equipment and stores with which the Civil Affairs Branch is concerned fall into two distinct classes:-

- (a) Those required for the use of the Civil Affairs Branch and its personnel. The procedure for obtaining these is the same as for any other stores required for military use and is dealt with in Chapter VIII para. 3
- (b) Equipment and stores required for civil use, which includes not only relief stores, but such items as fire engines, civil defence stores, machinery for re-starting industry and for repairs to transportation equipment and public utilities and many other very varied items. It is with these stores that this chapter is concerned.

AUTHORISATION

2. Equipment and stores for Civil Affairs purposes cannot be obtained without authority, any more than they can for military purposes. Who is entitled to authorise and up to what limits must be clearly laid down. The financial powers of the C.C.A.C. will be defined for each operation (See Chapter XIV para. 1.), as will his powers to delegate them.

Normally demands for equipment and stores should be forwarded to the Civil Affairs Branch at G.H.Q. for co-ordination and authority. Co-ordination will normally be secured through a Supply Board of which the chairman should be the officer who co-ordinates the Economics, Public Services and Public Welfare Divisions. Members should include representatives of the Trade and Industry, Relief Supply, Agriculture, Movements and Transportation, Public Works and Finance Sections, together with Q representatives. Representatives of other Sections would be called in if necessary. The Supply Board, if it approves the demands, will decide whether they should be met from local resources (taking into account army requirements from these) or by import and will make arrangements accordingly.

IMPORT

3. The Supply Board will normally be the co-ordinating agency for all import requirements sponsored by the Civil Affairs Branch. It will arrange for prioritisation in accordance with the instructions of the C.C.A.C. It will make the necessary demands for shipping space to Q, normally at the regular periods laid down by Q. Demands must state the nature of the commodities, their dead weight and measurement tonnage. If it is necessary to adjust the quantities to fit shipping space allotted to the force, Q will do this in consultation with the Supply Board. Q will then pass the demand to the War Office as part of the supplies needed for the occupying forces.

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IMPORT

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EXPORTS

4. The Civil Affairs Branch will normally take over all supplies for civilian purposes (food, clothing, medical, engineer stores etc.) at base ports in the theatre of operations and be responsible for holding them in base civil depots and forwarding them as required. In the early stages, however, all supplies may be handled by the army services concerned and taken over by the Civil Affairs Branch only at the point of local distribution. Demands for supplies held by the army services in this way will be made through the normal army channels.

It will be essential that the point at which responsibility for the stores definitely passes to the Civil Affairs Branch is laid down. Civil Affairs depots will be needed in any event in various parts of the occupied territory to hold civil affairs stores including relief stores for which the Relief Supply Section is responsible. Transportation stores will however continue to be held by the Transportation Directorate.

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CHAPTER XXVITRADE AND INDUSTRYGENERAL

1. Trade and industry in occupied territory requires development in order to further the war effort by:-

- (a) supplying the occupying forces and civil population with as many of their needs as possible, thus saving shipments,
- (b) supplying overseas needs, using returning shipping,
- (c) re-establishing local economy, both to achieve self-sufficiency and as a means of restoring normal life.

RESPONSIBILITY

2. Within the Civil Affairs Branch the Trade and Industry Section is responsible for co-ordinating the whole productive capacity of the occupied territory. This must be done in close liaison with all sections of the Economics Division. In addition, special liaison is required with the Relief Supply Section, which will look to the measures taken by the Trade and Industry Section to restore the flow of supplies and consumer goods on which it depends for a reduction of its import demands and to stop hoarding (see Chapter XXVIII para.6).

POLICY DIRECTIVE

3. The policy to be followed in developing the resources of the occupied territory must be formulated in relation to the needs of the Army and to the general policy, for developing resources for the war effort. A policy directive from the War Office will therefore be required for each operation. This directive will have to be modified in the light of actual conditions as soon as these are known. It will include instructions about special commodities produced by the occupied territory which are known to be required for export.

DISPATCH

4. In enemy countries careful co-ordination is necessary with whatever authority is made responsible for disarming the enemy war potential to ensure that measures taken to this end do not conflict with requirements from the resources of the occupied territory imposed by the policy directive mentioned in paragraph 3 above and that the measures required are carried out without undue dislocation to the economy of the territory. The basis on which co-ordination of disarmament and development of resources is to be established will be laid down by the War Office.

- (b) supplying overseas needs, using returning shipping,
- (c) re-establishing local economy, both to achieve self-sufficiency and as a means of restoring normal life.

RESPONSIBILITY

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DISBURSEMENT

4. In enemy countries careful co-ordination is necessary with whatever authority is made responsible for disarming the enemy war potential to ensure that measures taken to this end do not conflict with requirements from the resources of the occupied territory imposed by the policy directive mentioned in paragraph 3 above and that the measures required are carried out without undue disruption to the economy of the territory. The basis on which co-ordination of disbursement and development of resources is to be established will be laid down by the War Office.

OTHER POLICY DIRECTIVES

- 5. Policy directives from the War Office will also be required on:-
 - (a) Conditions under which external trade may be resumed and the method by which it will be financed.
 - (b) The position of British, allied and foreign commercial undertakings which have interests (including the ownership of subsidiary undertakings) in the occupied territory.

CONDITIONS TO BE EXPORTED

6. It may be anticipated that the whole of the resources of the territory/

territory will have been exploited before the occupation in order to further the enemy war effort. All resources likely to be useful to the war effort will therefore probably have been highly developed and production may well be above normal. At the same time, what the enemy required may not be the same as what the British and Allied war effort needs. The indispensable factor will of course be the amount of damage or dislocation caused by operations. This will probably not be uniform over the area occupied.

MEASURES TO BE TAKEN

7. As soon as the first aid measures required to meet urgent operational needs have been attempted to, a thorough reconnaissance of resources should be undertaken as the basis of the plan for achieving the objects stated in para. 4. This plan will be conditioned also by the War Office directive referred to in para. 3. It will not concern itself with long term rehabilitation of industry or trade but solely with organizing it to attain the war objectives laid down.

It is now essential to submit to some delay in restarting industry than to set schemes in motion which afterwards have to be amended. The danger of delay lies in allowing unemployment to grow, but any requirements for labour will be heaviest in these early days and should be of assistance in checking this trouble.

CO-OPERATION WITH CIVIL ORGANISATIONS

8. The co-operation of local authorities, chambers of commerce, trade associations and those in charge of industry generally should be enlisted. The goodwill of co-operative societies and trade unions can be very useful. (See Chapter XVII para. 5).

FINANCE

9. The financing of trade and industry is discussed in Chapter XXIII para. 12. It will be for the Trade and Industry Section to represent its needs to the Finance Section and work out with it the best means of meeting them.

TRADING WITH THE ENEMY

10. The Trade and Industry Section, in conjunction with the Finance and Police Sections, will be responsible for checking trade with the enemy.

INFORMATION

11. Such information of value will be obtained by the Trade and Industry Section must be passed on direct to the War Office.

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7. as soon as the first aid measures required to meet urgent operational needs have been attended to, a thorough reconnaissance of resources should be undertaken as the basis of the plan for achieving the objects stated in para. 1. This plan will be conditioned also by the War Office directive referred to in para. 3. It will not concern itself with long term rehabilitation of industry or trade but solely with organising it to attain the war objective laid down.

It is more economic to submit to some delay in restarting industry than to set schemes in motion which afterwards have to be amended. The danger of delay lies in allowing unemployment to grow, but army requirements for labour will be heaviest in these early days and should be of assistance in checking this trouble.

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9. The financing of trade and industry is discussed in Chapter XIII para. 11. It will be for the Trade and Industry Section to represent its needs to the Finance Section and work out with it the best means of meeting them.

TRADING WITH THE ENEMY

10. The Trade and Industry Section, in conjunction with the Finance and Police Sections, will be responsible for checking trade with the enemy.

INFORMATION

11. Much information of value will be obtained by the Trade and Industry Section and must be passed on direct to other Sections or to the Information Section for dissemination. Similarly, the Trade and Industry Section can obtain much information of value from other Sections, especially the Finance Section, and from E.C.A.C's and Civil Affairs officers' periodical reports.

PRIVATE INTERESTS

12. The working contained in Chapter III, para. 4(f) is of special importance to officers of the Trade and Industry Section. The sub-plot attempts to use Civil Affairs officers to further private interests may be expected in connection with trade and industry.

CHAPTER XXVIIREQUISITIONING AND SEIZURE

1. This chapter should be read in conjunction with Chapter VI, para. 2

GENERAL

2. According to the laws and customs of war an occupying power has certain rights over property, public and private, movable and immovable. In some cases he has an absolute right of seizure, in others he may act only as usufructuary, in yet others he may take the property he needs but only by means of formal requisition, paying ready money for it. It is essential that the law, which is given in detail in the Manual of Military Law, Chapter XIV, be observed with scrupulous care and that adequate records of all property taken over be maintained.

It will be seen from the Manual of Military Law that in some cases there is no obligation to pay (e.g. for private movable property susceptible of direct military use), but in liberated territories it may be clearly impolitic to enforce this right; and even in enemy territories it is sometimes undesirable. Therefore, before an operation, a general directive will be given by the War Office on the policy to be followed and the officers authorized to carry out requisitions will be instructed about the circumstances in which payment should be made.

WHAT MAY BE TAKEN

3. It will be for Q to decide what the army and (in accordance with such arrangements as Q will have made) the Navy and Air Forces need and for the duly authorized officers (see para. 4 below) to take the property over, but before this is done there must always be close consultation with the C.C.A.O. or the S.C.A.O. responsible for the district in which the property required is situated.

It will be for the C.C.A.O. or S.C.A.O. (who is responsible for ensuring that the objects of military government set out in Chapter I, para 5 are attained) to represent the essential civil requirements of the occupied territory, with particular reference to F.S.R. Volume I, Chapter XIV, Section 1/7, para 1, sub-para. (ii), (iii) and (iv).

It will frequently be advisable for the Civil Affairs Branch to make first contact with the local authorities and explain to them why it is necessary to take the property, but in doing so Civil Affairs officers must be scrupulously careful not to encroach upon the responsibilities of the officers specified in paragraph 4 below.

The Property Custodian, who is a member of the Civil Affairs Branch, will also frequently be concerned when property is to be taken over, as he will act on behalf of absent owners whose property is in his care.

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The Property Custodian, who is a member of the Civil Affairs Branch, will also frequently be concerned when property is to be taken over, as he will act on behalf of absent owners whose property is in his care.

REGULATIONS FOR REQUISITIONING

4.

Full instructions about requisitioning are set out in F.S.R. Volume I, Chapter XIX. Except in emergency requisitioning must be carried out through the civil authorities and by an officer duly authorised to perform the duty.

- (a) For movable property the officers normally authorised to act will be those of the service requiring the use of the property. For the Civil Affairs Branch such authority may be delegated to S.O.'s C.A.
- (b) Only the Director of Mornings and his officers are authorised to requisition land and buildings. This applies to the requisitioning of property for the use of the Civil Affairs Branch as well as to what is required for the rest of the army.

CHAPTER XVIIIAGRICULTUREGENERAL

1. Agriculture in occupied territory must be developed with the object of reducing demands on shipping space for both civil and military needs. For this reason long term plans must give way to those designed to yield early production but the principles of sound farming should be observed and local customs and habits taken into account.

INITIAL MEASURES

2. In the early operational phase the first object will be to safeguard growing crops or those already harvested, and to round up herds and flocks dispersed through military operations. The time of year at which operations take place will naturally affect the detailed measures to be taken. At this stage at least it will be wise to maintain or restore any existing system of control.

FUTURE PROGRAMME

3. In deciding a future programme it must be remembered that the agricultural production of a territory is a part of its general resources which are to be exploited in the interests of both the army and the civil population. Agricultural production must therefore be determined as part of the general plan for the economy of the territory.
4. In deciding the most valuable contribution which agriculture can make, the first thing to take into account will be the resources actually available within the territory, such as seeds, feeding stuffs, fertilizers, farm equipment, transport, fuel, storage and labour. Importation may prove to be a slow process and shipping delays at the wrong time might ruin the complete scheme. Moreover, the initial cultivation of abnormal crops for the area carries with it a greater risk of failure than the normal. The scheme adopted should aim at intensive production of normal local crops and should rely to the greatest possible extent on such of the resources listed above as are actually available in the territory.
5. To secure intensive production, control will probably be necessary over all source materials. For instance, to obtain a census of all livestock, a "stand still" order on all movements of livestock may have to be issued.

CONTROL MEASURES

Arrangements for the maintenance of machinery and vehicles will be required and should be made in conjunction with the Road Transport Section.

MARKETING

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MARKETING

6. It is one thing to ensure production, but often another to bring it to the market. Subsidies, price control measures, release of reserve stocks to discourage hoarding, provision of consumer goods, so that farmers may have something to buy with what they get for their produce, are among the measures which will have to be considered, in consultation with the Finance and Trade and Industry Sections.

BULLETINS

7. Instructions and information must reach the farmers whom they concern. Bulletins may be useful for this purpose, but farmers are in some countries illiterate and in most countries disinclined to read. Instructions and information should naturally be disseminated through the local authorities concerned with agriculture but it will be necessary to make sure that they do in fact reach their destination. S.O. 'S.C.A.

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(Agriculture) must be constantly out and about in their districts. bulletins should cover such subjects as:-

- (a) Marketing scheme.
- (b) Price control.
- (c) Methods of payment.
- (d) Requisitioning of crops and livestock.
- (e) Stock movements and slaughtering.

VETERINARY SERVICE

8. The existing system of veterinary control and services should be re-established. They may have to be developed in the interests of efficient farming and to provide protection for the troops and their animals.

MATTERS TO BE CONSIDERED

9. Matters to be considered will include:-

- (a) General control measures.
- (b) Existing stocks.
- (c) Seeds.
- (d) Fertilizers.
- (e) Cattle of livestock.
- (f) Feeding stuffs.
- (g) Farm equipment and maintenance.
- (h) Transport and maintenance.
- (i) Fuel.
- (j) Storage.
- (k) Labour.
- (l) Marketing facilities.
- (m) Price control and subsidies.
- (n) Bullocks.

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CHAPTER IVFUELGENERAL

1. All fuels will be scarce and in heavy demand for army as well as civil purposes. Will use will have to be made of alternative fuels such as charcoal, (for producer-gas) peat, wood and waste oil (for cooking). Rationing of all normal types of fuel such as coal, oil, petrol and kerosene will almost certainly be required.

EXPLOITATION OF RESOURCES

2. All sources of production should be restarted as soon as possible. Coal mines should be reopened, forests exploited in conjunction with the Agriculture and Forestry and Industry Sections and synthetic oil refineries set to work. First aid repair measures will have to be used where necessary. Safety precautions may have to be relaxed to increase production.

FUEL BOARDS

3. Fuel boards may be required to co-ordinate the allocation of fuel available locally and by transportation. As the army is a large fuel user, the boards should be under Q. command, S.E. the Transportation Directorate also being represented. Representatives of Civil Affairs Branch Sections concerned with production and as controllers of civilian users should be included. All representatives and if desirable representatives of the civil government authorities responsible for production.

FACTORS TO BE CONSIDERED

4. Matters to be considered will include:-
 - (a) Location and areas of existing stocks.
 - (b) Capacity for production of normal types of fuel and means of restoring it.
 - (c) Exploitation of emergency types of fuel.
 - (d) Transport.
 - (e) Labor.
 - (f) Storage, including containers for liquid fuels.

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FUEL BORDERS

3. Fuel boards may be required to co-ordinate the allocation of fuel available locally and by importation. As the army is a large fuel user, the Board may be under a command, S.F. the Transportation Directorate also being represented. Representatives of Civil Affairs Branch Sections concerned with production and as controllers of civilian users should be included. Government representatives and if desirable representatives of the civil government authorities responsible for production.

FACTORS TO BE CONSIDERED

4. Factors to be considered will include:-

- (a) Location and census of existing stocks.
- (b) Capacity for production of normal types of fuel and means of sustaining it.
- (c) Examination of emergency types of fuel.
- (d) Transport.
- (e) Labour.
- (f) Storage, including containers for liquid fuels.
- (g) Rationing, taking into account requirements of
 - (i) The army.
 - (ii) Industry.
 - (iii) Transport undertakings, including railways.
 - (iv) Agriculture.
 - (v) Private consumption.
- (h) Prior control.
- (i) Fuel boards.

CHAPTER IXSALVAGERESPONSIBILITY

1. Civil salvage is the responsibility of the Civil Affairs Branch. It must be collected under arrangements made by the Civil Affairs Branch through the salvage organization of the civil authorities. Full use should be made of any existing organization, but if none exists it must be established. The willing co-operation of the population is essential to success.

TYPES REQUIRED

2. Types of salvage required will be decided in consultation with the Trade and Industry Section in conjunction with Q and directions issued to the civil authorities accordingly.

SALVAGE DEPOTS

3. Salvage depots will be sited in conjunction with Q, the military salvage organization and the Health Section. Depots and depots must be so operated that they do not become a danger to health. Periodical inspections will be necessary to ensure this.

DISPOSAL OF SALVAGE

4. It is useless to accumulate salvage which cannot be disposed of. Arrangements for disposal must therefore be made concurrently with those for collection. Final disposal will be to the industry of the occupied territory under arrangements to be supervised by the Trade and Industry Section.

Certain types of salvage may be required for export. If so they may have to be requisitioned.

LIABILITIES

5. Liabilities will be maintained at all times with the military salvage organization.

MATTERS TO BE CONSIDERED

6. Matters to be considered will include:-

- (a) Requisition.
- (b) Types required and disposal arrangements.

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Certain types of salvage may be required for export. If so they may have to be requisitioned.

LIAISON

5. Liaison will be maintained at all times with the military salvage organisation.

MATTERS TO BE CONSIDERED

6. Matters to be considered will include:-

- (a) Organisation.
- (b) Types required and disposal arrangements.
- (c) Publicity campaign (through local authorities).
- (d) Depots.
- (e) Co-ordination of transport needs with other users.
- (f) Port and.

CHAPTER XXILABOURRESPONSIBILITY OF DIRECTORATE OF LABOUR

1. The Directorate of Labour will control and administer all labour allotted for military purposes. 2522

RESPONSIBILITY OF THE CIVIL AFFAIRS BRANCH.

2. The Labour Section of the Civil Affairs Branch will:-
- (a) Advise the C.C.A.O. and S.C.A.O's. on all questions connected with labour matters in occupied territory.
 - (b) Provide the civil labour required by the Directorate of Labour
 - (c) Assist the Directorate of Labour in every way possible at all times.
 - (d) Provide civil labour needed to carry out tasks necessary for military government purposes.

LEGAL POSITION

3. In accordance with the laws and customs of war, labour may be requisitioned in enemy territory both to work for the army and to restore the general condition of the country. The inhabitants may not be compelled to take part in operations of war against their own country, but they may be ordered pay to induce them to volunteer for such work. Labour for legitimate purposes may if necessary be obtained by force and refusal to work met by punishment. All who work should, however, normally be paid. Labour in the sense of this paragraph includes professional men and women, tradesmen and artisans, all of whom may be called upon to render services in their ordinary vocations as well as, in emergency, as ordinary labourers.

MILITARY AND CIVIL REQUIREMENTS

4. Military requirements for labour must be paramount but, with labour as with other matters, it is in the last resort the military necessity which determines whether or not some labour, and if so how much, must be allotted for civil purposes. The restoration of the normal facilities of life, such as the water or sewage systems of towns, may be essential to prevent disease among the civil population which might spread to the troops.

ENGAGING LABOUR

5. Labour for military purposes should normally be engaged through the indigenous labour authorities. If this is not possible it should be engaged direct. The use of labour contractors should be avoided. If they have to be used, their remuneration must be paid separately and will not be taken from the wages paid. Where a system of labour control exists it should be continued or reconstituted. Subject to any policy direction which

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RATES AND CONDITIONS

6. Rates of pay for civil labour engaged by the army are dealt with in Chapter XIV, para. 4. In deciding rates local conditions and customs should be followed as far as possible. Overtime rates may be necessary, but overtime work should be discouraged. It may be necessary to provide rations, clothing and necessaries; if so, adjustments must be made in wage rates accordingly. Rates will be fixed in accordance with the work to be done: when skilled labour has to be employed on unskilled work, unskilled rates will be paid. Wages should be fixed to the nearest whole monetary unit of

the currency in which the wages are to be paid, to meet the probable lack of small change. The army will pay labour working for the army, but labour required for civil tasks should be paid by the indigenous authorities concerned.

CONDITIONS TO BE EXTENDED

7. Dislocation and destruction caused by operations may be expected to have put many workers out of their regular employment. On the other hand, the military demand for labour, especially for unskilled labour, will be heavy. It is possible that the army will have carried off a high proportion of the able-bodied workers. Malnutrition and, still more, starvation conditions may have seriously impaired the efficiency of what labour there is.

FIRST MEASURES

8. In the early stages, when the military need for unskilled labour is acute, it may be necessary to round up all able-bodied inhabitants, both women as well as men, to meet immediate needs. This should be done through the local authorities and police: military help may be necessary. While labour for the military will be controlled by the military, as indicated in para. 1. above, such local supervisory personnel as are available should be brought in to assist, as labour will generally work better for those to whose direction it is accustomed. Interventors will be required. Matters to be considered will include:-

- (a) Supervision
- (b) Police.
- (c) Rations, including if need be army rations.
- (d) Working clothes. Ordnance may be able to supply old battle-dress or boning.
- (e) Accommodation.

LATER MEASURES

9. Full employment for the population is necessary to restore morale, to provide them with the means of earning their living and to develop the resources of the country in accordance with the objects of military government set out in Chapter I, para. 6. Plans must be made in conjunction with other Sections concerned, such as Trade and Industry, Agriculture, Transportation and Public Works. Labour Boards may be required, in which all Sections interested should be represented, together with the Directorate of Labour. Other services and if thought desirable representatives of the indigenous authorities concerned may also be represented.

POTENTIAL OF RESOURCES

As soon as possible an estimate, by trades and districts,

8. In the early stages, when the military need for unskilled labour is acute, it may be necessary to round up all able-bodied inhabitants, both women as well as men, to meet immediate needs. This should be done through the local authorities and police. Military help may be necessary. While labour for the military will be controlled by the military, as indicated in para. 1. above, such local supervisory personnel as are available should be brought in to assist, as labour will generally work better for these to whose direction it is accustomed. Interference will be required. Matters to be considered will include:-

- (a) Supervision
- (b) Police.
- (c) Rations, including if need be army rations.
- (d) Working clothes. Ordnance may be able to supply old battle-dress or denim.
- (e) Accommodation.

LATER MEASURES

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ESTIMATE OF RESOURCES

10. As soon as possible an estimate, by trades and districts, of labour available should be made. This should be kept up to date so far as possible, so that emergency tasks can be fulfilled without delay. If for this purpose labour has to be transferred from district to district, such matters as accommodation and possibly compensation for separation from families must be considered.

DISPUTES, STRIKES AND LOCK-OUTS

11. In carrying out the duties laid down in para. 2(a) above, the Labour Section will be concerned with disputes, strikes and lock-outs. It is essential that the military government should preserve a correct attitude in these matters. It is not for Civil Affairs Officers to take sides for or against either workmen or employers. (See Chapter III, para. 4(f).) At the same time, strikes which would injuriously affect operations either by

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causing essential work to be left undone or by leading to disorders present a special case. When such strikes threaten or develop in this sense, it must be made plain that they cannot be tolerated. It is not, however, a remedy merely to order the workers to continue work: it is necessary to achieve a settlement to prevent the trouble from recurring. S.O.'s.C.I. (Labour) will take action accordingly. It is preferable to achieve results indirectly, by using existing conciliation machinery, and making the indigenous authorities concerned set it to work. It may, however, be necessary for S.O.'s.C.I. (Labour) to intervene in person and impose a settlement. If they do so, they must take particular care to see that it is a just one.

Strikes or lock-outs which do not affect operations should be settled without direct intervention by S.O.'s.C.I. (Labour), but there is no objection to their arbitrating in disputes where both sides clearly desire them to do so.

CIVILIAN EMPLOYEES AND MILITARY LAW

12. This subject is dealt with in Chapter IX, part.

WELFARE

13. The welfare of workers is the concern of the General Welfare Section, (see Chapter XXVII, para. 6.).

CHAPTER XXV1. TELEPHONES AND TELEGRAPHSGENERAL

1. The restoration of civil telephone and telegraph services will be necessary both in enemy and liberated territories. Additional resources will thereby be made available for military purposes and any signal equipment released for military use. In the early stages the only communications available to meet all such needs, including those of Civil Affairs, may be those furnished by the Army Signal Service.

ORGANIZATION

2. A Senior S.O.A. (Telecommunications) will be appointed to the staff of the C.P.A.O. and will be in charge of the Telecommunications Section. He will be responsible under the guidance of the Signal Officer in Chief for the restoration of the civil network. This will entail the reconstitution of the civil telecommunications administrative organization and the use to the best advantage of such civilian technical labour, stocks of equipment and plant as are available.

ALLOCATION OF FACILITIES

3. Army requirements will be paramount and will have first call on the reconstituted civil system. The Signal Officer in Chief will be the coordinating authority for deciding allocation between the various services and the civil administration. The Senior S.O.A. (Telecommunications) must therefore arrange with the Signal Officer in Chief for the allocation of the minimum essential facilities required by Civil Affairs Staff.

Within towns, the Telecommunications Section should organize some system of communication between the headquarters of the local civil administration and all important fortifications, depots and posts of such services as police, fire, civil defence and hospitals. Between towns, the Telecommunications Section should organize a skeleton telegraph network for the use of the local civil administration.

SENSITIVITY

4. Sensitivity is varied out by the Postal and Telegraph Sections Censorship Section. All proposed restoration of services must take censorship requirements into account.

ORGANIZATION

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CENSORSHIP

4. Censorship is carried out by the Postal and Telecommunications Censorship Section. All proposed restoration of services must take censorship requirements into account.

CHAPTER XXVIIIPOSTAL SERVICESGENERAL

1. Military Government, whether in occupied enemy or liberated territory, cannot function efficiently if deprived of postal communications. **78320**
Maintenance or restoration of postal service aids the smooth running of the administrative machine and gives tangible evidence of a progressive return to normal conditions of life.

CENSORSHIP

2. Censorship is not the function of the Postal Section but of the Postal and Telecommunications Censorship Section and is dealt with in Chapter XX. All proposed development of postal services must take censorship requirements into account.

RATES AND STAMPS

3. Postage rates are not taxation. They are charges levied for services, of which the public may take advantage as it pleases. The C.O.A.O., in consultation with the national authorities, must fix rates. The existing stocks of postage stamps may have been destroyed and it may be necessary to prepare stamps for immediate issue. The types and value of postage stamps, money orders etc., to be used will not be decided without reference to the War Office.

INTERNAL SERVICE

4. In the early stages of military operations and before contact has been made between the central post office administration with any of the regional post office directorates, a primary postal service of a purely local character may be all that can be set up. This will be of little value to the civilian population except perhaps in the larger towns. Efforts should be made to improve facilities and especially to set up inter-town services. This may be done by refunding the weight limit for letters, accepting postal packets other than letters and postcards etc. and, with the consent of the Senior S.O.U.A. (Finance), by resuming savings bank and remittance services. The indigenous post office staff and civil transport must be used throughout.

INTERNATIONAL SERVICE

5. The rates and conditions of international postal services are regulated by the provisions of the Universal Postal Union Convention and the Air Mail Regulations appended thereto, to which all European countries subscribe. It will therefore be necessary for the postal services of occupied territories to be brought within the scope of these arrangements. All postal and other communication in both directions between enemy or enemy-occupied territory and territory liberated or occupied by allied forces will already have been discontinued. For the international service can be resumed will depend on political and security considerations; international services should not, therefore, be restored without the

Postal and Telecommunications Censorship Section and is dealt with in Chapter IX. All proposed development of postal services must take censorship requirements into account.

RATES AND STAMPS

3. Postage rates are not taxation. They are charges levied for services, of which the public may take advantage as it pleases. The R.O.A.C., in consultation with the national authorities, must fix rates. The existing stocks of postage stamps may have been destroyed and it may be necessary to prepare stamps for immediate issue. The types and value of postage stamps, money orders etc., to be used will not be decided without reference to the War Office.

INTERNAL SERVICE

4. In the early stages of military operations and before contact has been made between the central post office administration with any of the regional post office directorates, a primary postal service of a purely local character may be set up. This will be of little value to the civilian population except perhaps in the larger towns. Efforts should be made to improve facilities and especially to set up internal services. This may be done by relaxing the weight limit for letters, accepting postal packets other than letters and postcards etc. and, with the consent of the Senior S.O.S.A. (Finance), by resuming savings bank and remittance services. The indigenous post office staff and civil transport must be used throughout.

INTERNATIONAL SERVICE

5. The rates and conditions of international postal services are regulated by the provisions of the Universal Postal Union Convention and the Air Mail Regulations appended thereto, to which all European countries subscribe. It will therefore be necessary for the postal services of occupied territories to be brought within the scope of these arrangements. All postal and other communication in both directions between enemy or enemy-occupied territory and territory liberated or occupied by allied forces will already have been discontinued. Now the international service can be resumed will depend on political and security considerations; international services should not, therefore, be restored without the prior authority of the War Office. In practice it may be found expedient to arrange with the General Post Office, London, for the United Kingdom Post Office to act for a time as intermediary for the exchange of correspondence between liberated or occupied territories and allied and neutral countries and for the exchange of prisoners of war correspondence.

LIAISON

6. Liaison will be necessary with the Army Postal Services at all times.

CHAPTER IV

MOVEMENTS AND TRANSPORTATION

GENERAL

1. The conduct of operations is more directly dependent on the transportation system of the occupied territory than on any other local resource. The only railways, ports and inland waterways the army can use are those which must serve the civil population also. It follows from this that:-

- (a) Military control of the transportation system must be not only more complete but more direct than military control of any other resource.
- (b) Since the Civil Affairs Branch cannot improvise a transportation system, essential civil needs must be provided for by the military control. In the earliest operational stage, essential civil needs for transportation, as for every other resource, will be the minimum required to prevent disease and unrest, (see Chapter IV, para. 15).

RESPONSIBILITIES

2. In order to give effect to the special conditions recognized in para. 1(a) above, the senior administrative officer on the staff of the C.-I.-C. will control the transportation system of the occupied territory to the extent he decides is necessary and will exercise this control through his D.C.A.C. (Movements and Transportation). The Senior C.O.C.I. (Movements and Transportation) on the staff of the D.C.A.C. will therefore be responsible also to the D.C.A.C. (Movements and Transportation) as directing sea, railway, inland water transport, road movement and transportation policy in the whole of the occupied territory. Similarly, the Movements and Transportation Section of the Civil Affairs Branch will at all levels be responsible to the military Movements Staff and Transportation Directorate, acting under the instructions issued by the D.C.A.C. (Movements and Transportation) in fulfillment of his responsibilities specified above, and will carry out all orders issued in pursuance of those instructions.

As an integral part of the Civil Affairs Branch, however, the Movements and Transportation Section will retain its right of access through Civil Affairs Branch channels to the C.O.A.C. on all matters which affect Civil Affairs interests and especially the essential civil transportation needs referred to in para. 1(b) above.

DUTY OF THE MOVEMENTS AND TRANSPORTATION SECTION

3. The duty of the Movements and Transportation Section will normally be to secure from the civil transportation authorities what the Movements Staff and Transportation Directorate require of them. In the earliest stages the transportation system will be operated largely by military personnel but it will be desirable to resume operation by indigenous personnel as soon as possible in order to release the military for service further forward. The staff of the Movements and Transportation Section will therefore

RESPONSIBILITIES

2. In order to give effect to the special conditions recognized in para. 1(c) above, the senior administrative officer on the staff of the C.-I.-C. will control the transportation system of the occupied territory to the extent he deems necessary and will exercise this control through his D.S.M.G. (Movements and Transportation). The Senior S.O.S.A. (Movements and Transportation) on the staff of the C.O.A.C. will therefore be responsible also to the D.S.M.G. (Movements and Transportation) as directing sea, railway, inland water transport, road movement and transportation policy in the whole of the occupied territory. Similarly, the Movements and Transportation Section of the Civil Affairs Branch will at all levels be responsible to the Military Movements Staff and Transportation Directorate, acting under the instructions issued by the D.S.M.G. (Movements and Transportation) in fulfillment of his responsibilities specified above, and will carry out all orders issued in pursuance of these instructions.

As an integral part of the Civil Affairs Branch, however, the Movements and Transportation Section will retain its right of access through Civil Affairs Branch channels to the C.O.A.C. on all matters which affect Civil Affairs interests and especially the essential civil transportation needs referred to in para. 1(b) above.

DUTY OF THE MOVEMENT AND TRANSPORTATION SECTION

3. The duty of the Movements and Transportation Section will normally be to secure from the civil transportation authorities what the Movements Staff and Transportation Directorate require of them. In the earliest stages the transportation system will be operated largely by military personnel but it will be desirable to resume operation by indigenous personnel as soon as possible in order to release the military for service further forward. The first aim of the Movements and Transportation Section will therefore be to rehabilitate those parts of the indigenous transportation system which the Movements Staff and Transportation Directorate require to meet military and essential civil needs.

TRANSFER OF EXECUTIVE RESPONSIBILITY

4. Portions of the indigenous transportation system not required for military purposes - for instance, certain ports, branch lines or inland waterways - may be rehabilitated to serve civil needs, if personnel, material and equipment, including rolling stock and locomotives, can be spared. The D.S.M.G. (Movements and Transportation) will normally hand over the responsibility for these portions to the Movements and Transportation Section. As time goes on this process is likely to develop.

ORGANISATION OF THE MOVEMENTS AND TRANSPORTATION SECTION

5. The Movements and Transportation Section will be organized on the same lines as the Movements Staff and Transportation Directorate which will have to parallel. It should conform to the organization of the transportation system with which it deals and as will rarely follow political sub-divisions or fit directly the military government sub-divisions which control them. The provisions of Chapter II, para. 8, will therefore be relevant. S.O's, C.A. (Movements and Transportation) will be responsible for maintaining close liaison with S.J.A.O's and Civil Affairs officers in charge of regions and lower political sub-divisions.

MOVEMENT OF CIVIL TRAFFIC

6. Civil Affairs Branch Sections must consult the Movements and Transportation Section at a very early stage over any plans which may involve considerable Movements commitments. Requests for the allotment of traffic facilities for civil needs will be made by the Sections concerned to the Movements and Transportation Section, which will apply for the necessary facilities to the Movements Staff for that portion of the transportation system of which the latter retain control. Questions of priority which cannot be settled locally will be referred to higher authority for decision, if necessary by the C.C.A.O. to the C.-in-C. Within the allotment made, the Movements and Transportation Section will deal with civil affairs traffic both personnel and freight, including Civil Affairs equipment and stores and relief stores. Imported Civil Affairs equipment and stores, including relief stores, will be despatched from ports to depots (see Chapter XIV, para. 4) under the instructions of the Movements Staff, except from ports at which control of traffic has been handed over to the Movements and Transportation Section. Arrangements for clearance of cargoes from ships containing both military and Civil Affairs equipment and stores (including relief stores) will be made by the Movements and Transportation Directorate. Arrangements for cargoes consisting of Civil Affairs equipment and stores (including relief stores) only will be made by the Movements and Transportation Section, as soon as it is able to do so.

Civil Affairs Branch personnel will, as part of the army, be moved in the same way as military personnel.

TRANSPORTATION CONDITIONS TO BE EXISTED

1. Great destruction of transportation facilities must always be expected, since they are targets for our air forces before the operation and will usually be the first objective of enemy demolitions in retreat. Rolling stock is essentially removable. Personnel also is likely to be evacuated, fuel stocks destroyed and repair shops wrecked.

TRANSPORTATION MEASURES

5. Civil Affairs Branch Sections must consult the Movements and Transportation Section at a very early stage over any plans which may involve considerable Movements commitments. Requests for the allotment of traffic facilities for civil needs will be made by the Sections concerned to the Movements and Transportation Section, which will apply for the necessary facilities to the Movements Staff for that portion of the transportation system of which the latter retain control. Questions of priority which cannot be settled locally will be referred to higher authority for decision, if necessary by the C.C.A.O. to the C.-in-C. Within the allotment made, the Movements and Transportation Section will deal with civil affairs traffic both personnel and freight, including Civil Affairs equipment and stores, and relief stores. Imported Civil Affairs equipment and stores, including relief stores, will be despatched from ports to depots (see Chapter XIV, para. 4) under the instructions of the Movements Staff, except from ports at which control of traffic has been handed over to the Movements and Transportation Section. Arrangements for clearance of cargoes from ships containing both military and Civil Affairs equipment and stores (including relief stores) will be made by the Movements and Transportation Directorate. Arrangements for cargoes consisting of Civil Affairs equipment and stores (including relief stores) only will be made by the Movements and Transportation Section, as soon as it is able to do so.

Civil Affairs Branch personnel will, as part of the army, be moved in the same way as military personnel.

TRANSPORTATION CONDITIONS IN DE FACTO

7. Great destruction of transportation facilities must always be expected, since they are targets for our own air forces before the occupation and will actually be the first objective of enemy demolitions in retreat. Rolling stock is essentially removable. Personnel also is likely to be evacuated, fuel stocks destroyed and repair shops wrecked.

TRANSPORTATION MEASURES

8. Measures to be taken will include:-
- (a) Rallying personnel of all grades and re-forming them to carry out their allotted tasks to supplement and eventually to replace military personnel. Technical repair personnel will be particularly important.
 - (b) Survey of equipment and stores, including fuel, both for immediate purposes and in order that plans may be made to ensure that the transportation system will be able to meet the demands which the programme for developing the resources of the occupied territory in the interests of the war effort will impose. Such can be done by re-allocating existing equipment

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equipment and stores, including spare parts. Arrangements for local manufacture should be considered in conjunction with the Trade and Industry Section. Imports must be kept to a minimum. Arrangements for importation will be made in accordance with Chapter VII, para. 5.

11.3.1.1. TRANSPORTATION

(a) Railways and Waterways

The British S.C.C. (Merchant and Transportation) will be represented on the Transportation Commission set up to establish liaison with the headquarters of the civil railway and waterway administrations, when these latter are in a position to function.

(b) Ports

Similarly, he will be represented on any Central Port Commission which may be set up.

11.3.1.2. TRAFFIC CONTROL

In those areas where military traffic control is in force, civil traffic will conform to military instructions.

There is a risk of interference by refugees or any other uncontrolled movement with any transport agency under the control of the Movement and Transportation Section, that Section is responsible for concealing the necessary measures with the Public Safety Section.

11.3.1.3. MOVEMENTS AND STATISTICS

The Senior S.C.C. (Movements and Transportation) will be responsible in accordance with the financial policy in the occupied territories and in consultation with the Senior S.C.C. (Finance), for making all necessary arrangements and financial arrangements with the civilian transportation systems and also for keeping the necessary statistics of Civil Affairs traffic.

CHAPTER XXIVROAD TRANSPORT

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GENERAL

The fullest and most complete use must be made of civilian transport available in occupied territory. The Civil Affairs Branch cannot count on military transport being available for Civil Affairs purposes, although the army transport services will do their best when circumstances permit. On the contrary while active operations are in progress, the military may in emergency call upon the Civil Affairs Branch to assist them in obtaining civil transport. The extent to which civil transport can be reserved for civil use will depend on the requirements as for any other resources (see Chapter IV, para. 15).

All S.O.'s C.A. should keep in the closest touch with military transport staffs and units, who may often be able to help them with the use of transport returning empty.

Captured enemy transport may become available if the army can spare it.

RESPONSIBILITY

Within the Civil Affairs Branch road transport will be the responsibility of the Road Transport Section, who will both control operation and allot resources to meet both army and civil needs. These needs will be notified to the Section by the Movements and Transportation Section.

Road repair and maintenance is the responsibility of the Public Works Section.

ORDERS TO BE ISSUED

The enemy may be expected to remove or destroy the bulk of the motor transport available and perhaps also a proportion of animal-drawn transport. For motor transport, fuel will certainly be scarce and may be entirely lacking. Fuel will, however, be easier to ship than motor transport vehicles.

INITIAL MEASURES

The transport resources of occupied territory should be brought under control and their use coordinated as soon as possible. This is best done, so far as motor transport is concerned, by cancelling all existing licences, re-registering, re-licensing and then rationing fuel. Stocks of spares and tyres should be frozen until control can be established.

process, the military may in emergency call upon the Civil Affairs Branch to assist them in obtaining civil transport. The extent to which civil transport can be recovered for civil use will depend on the same factors as for any other resources (see Chapter IV, para. 15).

All S.O's C.A. should keep in the closest touch with military transport staffs and units, who may often be able to help them with the use of transport returning units.

Captured enemy transport may become available if the army can spare it.

RESPONSIBILITY

2. Within the Civil Affairs Branch road transport will be the responsibility of the Road Transport Section, who will both control operation and pilot resources to meet both army and civil needs. These needs will be notified to the Section by the Movements and Transportation Section.

Road repair and maintenance is the responsibility of the Public Works Section.

EXAMINATIONS TO BE EFFECTED

3. The enemy may be expected to remove or destroy the bulk of the motor transport available and perhaps also a proportion of animal-drawn transport. For motor transport, fuel will certainly be scarce and may be entirely lacking. Fuel will, however, be easier to ship than motor transport vehicles.

LOCAL RESOURCES

4. The transport resources of occupied territory should be brought under control and their use co-ordinated as soon as possible. This is best done, so far as motor transport is concerned, by cancelling all existing licences, re-registering, re-licensing and then rationing fuel. Stocks of spare and tyres should be frozen until control can be established.

CLASSIFICATION

5. A census will be required of motor transport at least. Local records should be of use in compiling it, as licensing is almost universal. The census should be divided into classes:-

- (a) Passenger-carrying coaches, private cars and motor bicycles.
- (b) Load carrying vehicles of both over and under 5 tons capacity.
- (c) Technical vehicles e.g., refrigerated vans.

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- (d) Bulk petrol lorries, with capacity.
- (e) Agricultural and farming vehicles.

MAINTENANCE AND REPAIR

6. Most of the vehicles available will be old and overworked. Some form of organization for recovery, repair and maintenance will be essential. This will have to be set up from local resources. Spare parts and especially tyres will be scarce and will have to be controlled.

TRANSPORT BOARDS

7. Transport Boards may be required to ensure the most economical use of transport. The S.O.C.A. (Road Transport) (Chairman), S.F. representatives, representatives of Movements and Transportation Sections and of other Sections concerned as users and, if necessary, some civil representatives from the occupied territory would normally be members.

PAYMENT

8. Payment for the use of transport will be governed by the same rules as payment for any other commodity.
 - (a) Transport required for military purposes will be requisitioned in the ordinary way (see Chapter XXVII, para. 4). This includes transport required for the use of the Civil Affairs Branch.
 - (b) Transport required for civil government needs will be paid for by the civil government authorities.
 - (c) Transport required in connection with relief measures will be paid for as approved for each operation. (See Chapter XLIV, para. 3 and Chapter XXIX, para. 13).

MATTERS TO BE CONSIDERED

9. Matters requiring consideration will include:-
 - (a) Reconnaissance of resources.
 - (b) Use of military facilities available.
 - (c) Census of vehicles, including non-runners.
 - (d) Re-licensing of vehicles.
 - (e) Rationing of fuel, in conjunction with the Fuel Section.
 - (f) Maintenance and repair organization, including control of spares.

Transport Boards may be required to ensure the most economical use of transport. The S.O.C.A. (Road Transport) (Chairman), S.T. representatives, representatives of Movements and Transportation Sections and of other Sections concerned as users and, if necessary, some civil representatives from the occupied territory would normally be members.

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- (d) Re-licensing of vehicles.
- (e) Rationing of fuel, in conjunction with the Fuel Section.
- (f) Maintenance and repair organization, including control of spares.
- (g) Establishment of Transport Boards.
- (h) Establishment of road transport services, normally using existing organizations as a basis.
- (i) Control of freight rates.
- (j) Salvage, in conjunction with the Salvage Section.

CHAPTER XXVIPUBLIC WORKSGENERAL

1. A Senior S.C.A.O. (Public Works) will be appointed to the staff of the S.C.A.O. and will be in charge of the Public Works Section. The personnel of this Section will be composed of engineers **2517** proportion of whom will be electrical and mechanical specialists. There will not be enough of these officers for direct control of work, which must be carried out by Natives. The special responsibilities of the Public Works Section include:-

- (a) Clearance, repair and maintenance of roads and road bridges.
- (b) Repair and maintenance of essential services such as water, sewage, electricity and gas.
- (c) Repair, maintenance or provision of accommodation.
- (d) When required, the repair, maintenance or provision of other buildings including factories and industrial premises.

MILITARY REQUIREMENTS PARAGRAPHS

2. In the earliest operational stage, essential civil needs for public works, as for every other resource, will be the minimum required to prevent disorder and unrest. (See Chapter IV, para 15). The closest consultation will be required with the military engineer services at all stages, both in the use of resources and in deciding what work is to be done. Contracts for civil affairs services should be placed only after consultation with the army engineer staff, to obviate any risk of competition with their requirements. Where agreement on priorities as between military and civil needs cannot be secured locally, the Public Works Section should refer to higher authority through Civil Affairs channels.

LIAISON

3. Close liaison will be maintained by the Public Works Section with other Sections concerned with work it does, in particular the Labour Section (see para 11 below), the Health Section (for hospitals, sewage disposal and hygiene matters in general) and the Legal Section to ensure that any authorities may be obtained which are required. Liaison must also be maintained with officers of the Directorate of Buildings in connection with any work or requisitioned land or buildings.

CONDITIONS TO BE EXPECTED

4. Destruction by operations, demolitions, the wrecking of machinery and plant and the removal of tools and key personnel must be expected

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- (b) Repair and maintenance of essential services such as water, sewage, electricity and gas.
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CONDITIONS TO BE EXPECTED

4. Destruction by operations, demolitions, the wrecking of machinery and plant and the removal of tanks and key personnel must be expected in a degree which will vary with the severity of the fighting and the speed of the enemy's retreat. Refugees and other homeless persons will present many immediate problems. Hospital accommodation may be wholly or partially put out of action.

FIRST MEASURES

5. The immediate task will be first aid measures. Since it will be impossible to deal with everything simultaneously, priorities will have to be established in conjunction with the military engineer service. Normally the clearance and repair of essential roads and bridges and the establishing of an emergency water supply system will come first, followed by sewage measures and repair of vital accommodation such as hospitals. Electricity and gas may be left until later.

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The establishment of repair gangs, in conjunction with the Labour Section, under the necessary supervision will be a first measure. As soon as possible a survey must be made of resources, to prevent their wasteful expenditure except in so far as emergency necessities impose it.

ROAD REPAIRS

6. In the earliest stages, road repairs will be limited to clearing debris and filling in craters to render the most important roads passable. Temporary deviations may have to be constructed. For this the main requirement will be labour, digging tools and some transport to carry hard-core and road metal. Later when more permanent repairs become possible quarrying and stone-crushing plant, concrete mixers and tar-boiling and spraying plant will also be required. Essential road repair schemes only should be undertaken, to save labour, transport and materials. Every possible use must be made of local materials.

BRIDGES

7. Essential bridges on roads required for military use will be restored by the military engineers, leaving the Public Works Section to repair or reconstruct other bridges essential for minimum civil needs. In the early stages short bridges of limited load carrying capacity only can be provided. When the resources available have been surveyed and details of damage ascertained the repair, reconstruction or replacement of larger bridges may be possible.

PUBLIC UTILITIES

8. (a) Water

Damage to water supply services may include complete or partial destruction of dams, pumping plant, purification plant and key fittings such as valves. Extensive damage to piping is unlikely, except by bombardment. The most serious effect would be contamination by sewage. Possible stages in an emergency plan of restoration would be:-

- (i) Distribution by lorry-borne tanks from a fixed pumping point to distributing points.
- (ii) Laying rapid-joint pipe to distributing points to eliminate the lorries.
- (iii) Opening a skeleton service on repaired main mains to distributing points.

During the early stages, the quantity of water available will be restricted to ensure

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- (i) Distribution by lorry-borne tanks from a fixed pumping point to distributing points.
- (ii) Laying rapid-joint pipe to distributing points to eliminate the lorries.
- (iii) Opening a skeleton service on repaired town mains to distributing points.

During the early stages, the quantity of water available per head may be very small and restrictions to ensure fair distribution and to prevent resort to impure sources may have to be enforced. The measures necessary should be agreed with the Health and Public Safety sections and enforced by the police. It will be of assistance if simple instructions on water testing and purification plant are prepared in the national language.

(b) Sewage Disposal

The most serious damage is likely to be to pumping and purifying plant, filtering installation and control valves. Rapid repair is unlikely to be possible and emergency sewage schemes will constantly be required.

Damage/

Damage to mains is unlikely except by bombardment and should not be difficult to repair. Emergency sewage schemes and instructions for implementing them should be concerted with the Health and Public Safety Sections and the necessary restrictions enforced by the police. Matters to be considered would include:-

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- (i) Type of receptacle.
- (ii) Disinfectants.
- (iii) The establishment of emergency public latrines and collection of night soil.
- (iv) Prohibiting the use of water closets when no water is available.
- (v) Disinfection measures to deal with dry contaminated services and water closets.
- (vi) Emergency means of flushing sewers.

(c) Electricity and Gas

Electricity and gas services are primarily of importance in connection with restoring essential public services. It will be possible to import only a fraction of requirements. The basis of emergency supply must be a rapid survey of existing resources, transfer of plant from non-essentials to essentials, repair and cannibalization.

ACCOMMODATION

The most urgent accommodation needs are likely to be repairs to hospitals, work to adapt buildings for hospital use and work in connection with refugee camps and other emergency provision for the homeless. Existing buildings should be made use of as far as possible and work confined to providing the essential services such as cooking and sanitary facilities.

LATER MEASURES

Long term rehabilitation and reconstruction will be limited by the considerations set out in Chapter IV para. 11, the provisions of which should be considered in formulating proposals. In the main, the objective of the Public Works Section should be to restore and maintain the standard of service required by the objects of military government set out in Chapter I, para. 6. The resources by which this end is achieved should be so far as possible drawn from the occupied territory. In particular, local production possibilities should be explored in conjunction with the Trade and Industry Section. Imports should be kept to a minimum.

- (iv) Forbidding the use of water closets when no water is available.
- (v) Disinfection measures to deal with dry contaminated services and water closets.
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Electricity and gas services are primarily of importance in connection with restoring essential public services. It will be possible to import only a fraction of requirements. The basis of emergency supply must be a rapid survey of existing resources, transfer of plant from non-essentials to essentials, repair and cannibalization.

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LATER MEASURES

Long term rehabilitation and reconstruction will be limited by the considerations set out in Chapter IV para. 41, the provisions of which should be considered in formulating proposals. In the main, the objective of the Public Works Section should be to restore and maintain the standard of service required by the objects of military government set out in Chapter I, para. 6. The resources by which this end is achieved should be so far as possible drawn from the occupied territory. In particular, local production possibilities should be explored in conjunction with the Trade and Industry Section. Imports should be kept to a minimum.

LABOUR

Labour required by the Public Works Section will be obtained through the Labour Section (see Chapter XVI).

TOOLS, PLANT, MACHINERY AND STORES

Requirements in tools, plant, machinery and stores are subject to the procedure laid down in Chapter XIV. In the early stages, all engineer stores and materials will be controlled by and issued through the military engineer stores organization from stocks built up for civil affairs purposes and from local resources. Only in great emergency are military stocks likely to be issued. Later, a Civil Affairs stores organization should be developed, although control of "common user" stores and materials in short supply is likely to be maintained by the military engineer service.

FINANCE, CONTRACTS AND ACCOUNTING

13.

The financial programs and methods of accounting in connection with all services undertaken will be laid down for each operation. Standard military plans, specifications and contracts shall be used as far as applicable. All prices for work and stores should conform to those paid by the military engineer service.

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CHAPTER XXVIIIPUBLIC WELFAREDEFINITION OF WELFARE

1. Welfare may be defined as care for the physical and spiritual well-being of the civil population, as opposed to their good government and the economic organization and mechanical facilities which serve them.

It is subdivided into:-

- (a) Health.
- (b) Relief Supply.
- (c) Emergency Relief.
- (d) General Welfare.

Each of these subjects will normally be the responsibility of separate Sections of the Civil Affairs Branch.

RELIEF

2. Both in enemy and in liberated Allied territory relief is first and foremost an act of reason, not of charity. It is in the first instance a military necessity, since in its absence disease may impair the efficiency of the troops and disorder hinder operations. In liberated territory it is a duty gladly undertaken by H.M. Government towards peoples who through no fault of their own have suffered misery and privation at the enemy's hands and who have not ceased to make their lot worse by loyal and bitter resistance to him. In enemy territory it is an act of common humanity. In either, any failure to relieve actual distress will be remedied by the British soldier (who may be trusted not to stand by well-fed and watch women and children starve) to the detriment of his own physical efficiency and to the subversion of discipline. No suspicion of conferring a bounty on their country's or, still less, on their own behalf must attach to Civil Affairs officers performing relief duties. Relief is a duty. In Allied territory it pays a debt. Whenever administered, only if it claims no gratitude can relief make its contribution to a stable peace.

HEALTH

3. The Public Health Section will be responsible for the medical and surgical care of the civil population and for hygiene. Its activities are described in Chapter XXVIII below.

RELIEF SUPPLY

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- (a) Health.
- (b) Relief Supply.
- (c) Emergency Relief.
- (d) General Welfare.

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RELIEF

2.

Both in enemy and in liberated Allied territory relief is first and foremost an act of reason, not of charity. It is in the first instance a military necessity, since in its absence disease may impair the efficiency of the troops and disorder hinder operations. In liberated territory it is a duty gladly undertaken by R.M. Government towards peoples who through no fault of their own have suffered misery and privation at the enemy's hands and who have not ceased to make their lot worse by loyal and bitter resistance to him. In enemy territory it is an act of common humanity. In either, any failure to relieve actual distress will be remedied by the British soldier (who may be trusted not to stand by well-fed and watch-women and children starve) to the detriment if need be of his own physical efficiency and to the subversion of discipline. No suspicion of conferring a bounty on their country's or, still less, on their own behalf must attach to Civil Affairs officers performing relief duties. Relief is a duty. In Allied territory it pays a debt. Whenever administered, only if it claims no gratitude can relief make its contribution to a stable peace.

HEALTH

3.

The Public Health Section will be responsible for the medical and surgical care of the civil population and for hygiene. Its activities are described in Chapter XXXIII below.

RELIEF SUPPLY

4.

The Relief Supply Section is responsible for obtaining and distributing supplies of all kinds the shortage or lack of which may impede or prevent the attainment of the objects of military government set out in Chapter I, paragraph 5. Its activities will normally affect the whole population. They are described in Chapter XXXIX below.

5.

The Emergency Relief Section is responsible for the care of the homeless, the starving, the indigent and refugees, until they can be again absorbed into the normal life of the community. Its activities are described in Chapter XL below.

/GENERAL

GENERAL WELFARE

6. The General Welfare Section will deal with all welfare matters which do not fall under the terms of reference of the three Sections mentioned in para. 1. These matters will include:-

- (a) Public Institutions (other than those the concern of the Health, Education, or Fine Arts and Monuments Sections) such as almshouses, work-houses, orphanages, homes for the aged, libraries, community centres, etc.
- (b) Control of the operation of social insurance schemes.
- (c) Religious and religious institutions.
- (d) Charities and charitable institutions.
- (e) Supervising the operation of welfare laws and regulations in factories, workshops, mines, etc., including safety precautions in dangerous occupations.
- (f) Provision of essential recreational facilities.

RESPONSIBILITIES OF LOCAL AUTHORITIES

7. It must be impressed on the local authorities from the start that their responsibilities in welfare matters are in no way diminished by the occupation. Existing machinery must be set to work, re-organised or re-formed under the supervision of S.O's C.A. (Welfare). Existing laws should be enforced and their operation controlled.

VOLUNTARY RELIEF ORGANISATIONS

8. The assistance of voluntary relief organisations may often be valuable as soon as peace and order has been restored and security conditions permit of their employment. It will be the C.-in-C. to decide the moment, if any, at which such assistance may be presented.

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GENERAL

1. The importance of caring for the health of the civil population needs no stressing. Bad conditions, hygienic or medical, lead to low morale, lack of energy for work whether for the military or for reconstruction and the development of resources, epidemics which might spread to the troops, and even to disorder.

RESPONSIBILITY

2. The Senior S.O.C.A. (Health) is responsible for the health of the population in accordance with the policy of the O.C.A.C. and subject to the technical supervision and direction of the Director General of Medical Services of the occupying forces. The Senior S.O.C.A. (Health) is in charge of the Health Section. The military have the first call on all existing facilities and supplies, but have a corresponding responsibility for allowing or providing sufficient facilities or supplies for civil needs, in accordance with the objects and principles of military government. (See Chapter I, paras. 6 and 7).

RESPONSIBILITY OF THE CIVIL AUTHORITIES

3. The civil authorities retain their responsibility for enforcing existing laws and regulations dealing with medical and hygiene matters. The existing system of control should be continued or re-formed and reinforced where necessary. Doctors, nurses etc., should be required to continue their work.

CONDITIONS TO BE EFFECTED

4. It will be most possible for the Health Section than for other Sections to anticipate the conditions with which it may be confronted. Reliable information should be obtainable beforehand on such matters as the normal hygiene conditions, prevailing diseases, medical services, hospitals and equipment and nutrition conditions in the territory. Deliberate destruction of medical and surgical facilities and stores is less likely than that of other items. The incalculable factor will depend largely on the severity of operations.

(a) Medical

Many wounded and sick civilians, neglected or inadequately cared for, damaged hospitals and destroyed stores and equipment may be expected. Essential personnel may have been removed. Asylums may have been damaged and the inmates scattered.

(b) Hygiene

Hygiene problems will be presented by many people living in emergency conditions, in woods and caves or even in open fields, by the movement of refugees and the destruction of water and sewage systems.

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CONDITIONS TO BE IMPROVED

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Many wounded and sick civilians, neglected or inadequately cared for, damaged hospitals and destroyed stores and equipment may be expected. Essential personnel may have been removed. Asylums may have been damaged and the inmates scattered.

(b) Hygiene

Hygiene problems will be presented by many people living in emergency conditions, in woods and caves or even in open fields, by the movement of refugees and the destruction of water and sewage systems.

(c) Nutrition

The effects of prolonged malnutrition and some actual starvation will be encountered.

FIRST MEASURES

5. (a) Medical and Surgical

Immediate improvisation of first aid posts, ambulatory services and emergency hospital arrangements will have to be undertaken in conjunction with the Emergency Relief Section and, in towns, the Civil Defence Section.

/Matters

Matters to be considered will include:-

- (i) Services at refugee camps.
- (ii) Maternity and child care.
- (iii) Medical and surgical supplies, from the army if necessary.
- (iv) Asylums.
- (v) Segregation of infectious diseases.
- (vi) Emergency immunisation measures.

(b) Hygiene

- (i) Burial of the dead.
- (ii) Removing dangerous sources of infection.
- (iii) Hygiene arrangements for refugee camps and other improvised accommodation.
- (iv) Water testing and purification.

(c) Nutrition

- (i) Assisting the Emergency Relief Section on diet questions.
- (ii) Ensuring that special diet needs are brought to its notice.
- (iii) Food hygiene.

LATER MEASURES

6. (a) Medical and Surgical

An organisation must be established to cover such matters as:-

- (i) Day to day attention for the sick.
- (ii) Hospitals, general and special.
- (iii) Ambulance service.
- (iv) Asylums.
- (v) Supplies and equipment
- (vi) Immunisation and the control of endemic and epidemic diseases.
- (vii) Control of venereal disease, including drafting of the necessary ordinances, co-operation with the Police Section for the control of brothels and prostitutes, especially in areas where troops are stationed, and the appointment of clinics for treatment of the civil population to prevent the spread of the disease to the troops.
- (viii) Training personnel.
- (ix) Notification of diseases.
- (x) Dentistry.
- (xi) Pharmacy.
- (xii) Census of hospital facilities and medical and surgical stores and equipment.
- (xiii) Regular notification of hospital bed status to the Senior S.O.C.A. (Health) for report to the Director-General of Medical Services.

(b) Hygiene

Hygiene conditions in many occupied territories may be backward by British standards. A balance must be struck between local standards and the standards which must be maintained among the civil population

(c) Nutrition

- (i) Assisting the Emergency Relief Section on diet questions.
- (ii) Ensuring that special diet needs are brought to its notice.
- (iii) Food hygiene.

LATER ARRIVAL6. (a) Medical and Surgical

An organisation must be established to cover such matters as:-

- (i) Day to day attention for the sick.
- (ii) Hospitals, general and special.
- (iii) Ambulance services.
- (iv) Laymen.
- (v) Supplies and equipment
- (vi) Immunisation and the control of endemic and epidemic diseases.
- (vii) Control of venereal diseases, including drafting of the necessary ordinances, co-operation with the Police Section for the control of brothels and prostitutes, especially in areas where troops are stationed, and the appointment of clinics for treatment of the civil population to prevent the spread of the disease to the troops.
- (viii) Training personnel.
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- (x) Dentistry.
- (xi) Pharmacy.
- (xii) Census of hospital facilities and medical and surgical stores and equipment.
- (xiii) Regular notification of hospital bed states to the Senior S.O.C.A. (Health) for report to the Director-General of Medical Services.

(b) Hygiene

Hygiene conditions in many occupied territories may be backward by British standards. A balance must be struck between local standards and the standards which must be maintained among the civil population if the health of the troops is to be protected. There may be temptations to propose large capital expenditures, but the warning given in Chapter IV, para 14, must be remembered. Measures to be considered will include:-

- (i) Regulations for sanitation and their enforcement.
- (ii) Disposal of sewage and sullage.
- (iii) Pollution and protection of water supply.
- (iv) Food hygiene.
- (v) Disinfection and disinfection arrangements.
- (vi) Quarantine measures.
- (vii) Ordinances and orders to troops.

/(c)...

(c) Nutrition

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Advice to the Emergency Relief and Relief Supply Sections on diet,
bearing in mind local conditions and resources.

LIAISON

7. Liaison must be maintained at all times and at all levels with
E.A.M.S. units and installations.

VOLUNTARY SOCIETIES

8. The existence of voluntary societies from outside the occupied
territory may be required under the conditions laid down in Chapter XXVII,
para 8. Every assistance should be encouraged and demanded from
voluntary societies already existing within the territory.

CHAPTER XXVIIMILITARY SUPPLYBASIS FOR ESTIMATING REQUIREMENTS

1. The standard of living on which the provision of relief supplies in supplement of local resources is to be based is a matter of policy and will be laid down for each occupation, usually by the War Office. For food, this will be expressed in calories. The standard may vary for different sections of the population, in accordance with their needs and their value to the occupying forces. Children, expectant mothers, sick laborers, coal miners and workers generally will normally be given a standard above the average. Besides food, however, other commodities such as soap, clothing, boots, utensils and medical supplies will be needed.

MILITARY LOGISTICS IS PARAMOUNT

2. Notwithstanding para. 1 above and the provisions of Chapter XXVII, para. 2, so long as military government is in force and especially so long as operations are in progress only such quantities of relief supplies can be made available from all sources as military demands on the resources of the country and on shipping space permit. This does not mean that civil needs will not be met at all, since a starving, disarmed and demoralized population is a military liability. It does mean, however, that the minimum which must be provided is what is required to offset this liability.

CONDITIONS TO BE MAINTAINED

3. It is usual to calculate that large cities and industrial areas will be in the worst state, while agricultural districts can largely look after themselves. While this is generally true, the heavy bombing of cities may result in scattering local refugees over the countryside. Exceptional problems also will be presented by foreign labor and sometimes whole populations transferred from their own districts, often from outside the occupied territory. These will tend to try to return as early as possible to their homes. They are a part of the general problem of refugee control, other aspects of which are dealt with in Chapter II. It is desired here to stress the additional strain they may place on the provision of relief supplies, especially on their presence will frequently not be known before operations begin.

4. It must be anticipated that the confusion inseparable from operations will be reflected in the location of the normal chain of distribution. Shops will be closed; both they and their stockholders' depots may be looted. Scavenging by city scavengers and producers is to be expected. The black market will be active.

IMMEDIATE SUPPLY

5. Plans and estimates made at various stages take into account factors such as the extent to which stocks will have been destroyed

2. Notwithstanding para. 1 above and the provisions of Chapter XXIII, para. 2, so long as military government is in force and especially so long as operations are in progress only such quantities of relief supplies can be made available from all sources as military demands on the resources of the country and on shipping space permit. This does not mean that civil needs will not be met at all, since a starving, diseased and desperate population is a military liability. It does mean, however, that the maximum which must be provided is what is required to avert this liability.

CONDITIONS AND RECOMMENDATIONS

3. It is usual to calculate that large cities and industrial areas will be in the worst state, while agricultural districts can largely look after themselves. While this is generally true, the heavy bombing of cities may result in scattering local refugees over the countryside. Exceptional provisions also will be presented by foreign labour and sometimes whole populations transferred from their own districts, often from outside the occupied territory. These will tend to try to return as early as possible to their homes. They are a part of the general problem of refugee control, other aspects of which are dealt with in Chapter XI. It is desired here to stress the additional strain they may place on the provision of relief supplies, especially as their presence will frequently not be known before operations begin.

4. It must be anticipated that the confusion inseparable from operations will be reflected in dislocation of the normal chain of distribution. Stores will be dispersed both they and their wholesalers' depots may be looted. Hoarding by both consumers and producers is to be expected. The black market will be active.

IMMEDIATE SURVEY

5. Plans and estimates made beforehand cannot take into account factors such as the extent to which stocks will have been destroyed and the ultimate distribution of the population. While the first direct steps to relieve immediate distress are being taken by the Emergency Relief Section, the full time charge of this work from the moment of their arrival, the Relief Supply Section will immediately survey all existing resources in order to decide in conjunction with the Trade and Industry, Agriculture, Fuel and other sections concerned how far local resources meet any requirements can meet the minimum need as expressed in para. 2 above and what minimum demand must be made on army stores or on shipping space during the immediate operational period. What is to be allowed from all sources rests with Q or, on appeal by the C.O.A.C., with the C.-in-C..

/s. PLIST

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FIRST MEASURES

6.

In planning even first emergency measures future needs must be borne in mind, including the needs of the whole territory when occupied. It will often be necessary to reserve resources found in territory first occupied against needs which can be foreseen in territory to be taken later. Matters which must be considered among the first measures will include:-

- (a) Preserving and raising of stocks.
- (b) Rationing.
- (c) Re-starting processing plants such as mills, refineries and bakeries.
- (d) Storage facilities, including re-starting cold stores.
- (e) Reviewing the general system of distribution including, in conjunction with the Agriculture Section, marketing of farm produce.
- (f) Measures against hoarding and the black market.
- (g) Hygiene measures in conjunction with the Health Section.
- (h) The use of substitute supplies of all kinds.
- (i) Assessment of fishing, in conjunction with the Navy.

HOARDING

7.

Consumer hoarding should be checked by rationing. An ordinance compelling the surrender of previously hoarded stocks may be justified, if it can be enforced. The main problem in hoarding by individuals, especially farmers, measures for preventing this are discussed in Chapter XXVIII para. 6. The need for consumer goods in this connection must be dealt with by the Trade and Industry Section. The judicious release or even import of comparatively small quantities of stocks such as grain which are being hoarded may be an economy in the long run.

BLACK MARKET

8.

Suppression of the black market is the responsibility of the Police Section. Measures to reduce this activity may include some adjustment of fixed prices (see Chapter XIII para. 12) and propaganda, for which arrangements should be made with the Information Section. When information of value about the

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- (d) Storage facilities, including re-starting cold stores.
- (e) Reviewing the general system of distribution including, in conjunction with the Agriculture Section, marketing of farm produce.
- (f) Measures against hoarding and the black market.
- (g) Hygiene measures in conjunction with the Health Section.
- (h) The use of substitute supplies of all kinds.
- (i) Assumption of funding, in conjunction with the Navy.

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BLACK MARKET

Suppression of the black market is the responsibility of the Police Section. Measures to increase this activity may include some adjustment of fixed prices (see Chapter XXIII para. 12) and price ceilings, for which arrangements should be made with the Information Section. Such information of value about the black market will be furnished by the Finance Section through its control of the banks.

CHANNELS OF DISTRIBUTION

The normal channels of distribution through wholesalers and retailers and, in some countries, co-operative societies should be re-established as far as possible and the normal trade in food-stuffs and consumer supplies restored. Imported supplies should be distributed through these channels and sold to the wholesalers, quantities being allotted to them in accordance with their place in the ordinary scheme. The operation of distribution should be controlled to see that goods are in fact reaching the right destination.

SUPPLIES FOR THE EMERGENCY RELIEF SECTION

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Supplies required by the Emergency Relief Section will be provided under arrangements made by the Relief Supply Section whether they are drawn from local or imported stocks. Instructions for payment and accounting for these stocks will be issued for each operation. (See Chapter XIV).

RATIONING

Whatever rationing systems in force before the occupation should be preserved. Quicker and more satisfactory results will be obtained by this than by imposing any new system. Changes can be made later if found desirable. Systems which combine the use of identity and ration cards have advantages of simplification and are useful in applying special rationing scales for labour employed by the army.

STOCKS OF CIVILIAN SUPPLIES

The method of demanding and obtaining relief supplies is the same as that for other stores required for civil affairs purposes. (See Chapter XV), which deals also with arrangements for bulk storage in the theatre of operations.

TRANSPORTATION

The transport required by the Relief Supply Section must be arranged with the transportation sections concerned (See Chapters XXIV - XXVI). S.A.'s C.A. (Relief Supply) should normally co-ordinate of transport matters.

CIVILIAN SUPPLY AND DISTRIBUTION

In the course of any campaign it may be desirable to hand over some or all of the activities of the Relief Supply and Emergency Relief Sections' responsibilities to civilian organizations. The extent at which this is to be permitted and the extent of responsibility to be handed over will be decided by the C. of A., normally in consultation with the War Office. Any handover given while military government is in force will be co-ordinated and controlled by the Civil Affairs Branch, whether it is provided by the Relief Department of the Board of Trade or by some other civilian or international body. (See Chapter XI, para 14).

METHOD OF OBTAINING SUPPLIES

12.

The method of obtaining and obtaining relief supplies is the same as that for other stores required for civil affairs purposes. See Chapter VII, which deals with arrangements for bulk storage in the theatre of operations.

THE SUPPLY

13.

The transport, required by the Relief Supply Section, must be arranged with the Transportation Section concerned (See Chapters, VI and VII). S.C.'s C.A. (Relief Supply) should normally be members of Transport Board.

CLYDEMAN RELIEF ORGANISATIONS

14.

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CHAPTER VIEMERGENCY RELIEFDEFINITION OF EMERGENCY RELIEF

1. It is the duty of the Emergency Relief Section to look after those who cannot look after themselves. This means feeding the starving, housing the homeless and succoring the lost and helpless. Lack of money will not be the only test of need. Many will have money but find nothing to buy.

PRINCIPLES GUIDING OPERATIONS

2. Emergency relief will naturally be most required during and after actual operations and it is at this stage that its military value is obvious. Providing food and shelter is the best way of preventing the movement of refugees once they have reached comparative safety and of preventing others who have accommodation from wandering in search of food. At this stage therefore the priority is the actual needs of those who must be controlled or whose active assistance by way of labour is necessary for military operations.

MAIN TYPES REQUIRING RELIEF

3. The main types likely to require emergency relief will be:-
 - (a) Refugees - the most difficult class because rootless.
 - (b) Those who have no accommodation but are in or near their native places.
 - (c) The poor and aged generally.
 - (d) The starving, who may include any or all of those mentioned in (a), (b) or (c) and many others besides.

PERMANENT ACCOMMODATION

4. Even in the early stages it will be necessary to make plans for the permanent welfare of all recipients of emergency relief. Refugees should be returned to their native places or resettled where they can earn their own living. The homeless must be re-accommodated as near as possible to their former homes, the poor and aged, in so far as they are a permanent liability, handed over to the General Welfare Section. The work of the Relief Supply Section in making food supplies available through normal channels should remove the need for emergency feeding. So long as hostilities continue, there is a possibility that heavy bombing or even reversal in the field will again call for sudden action. Plans for such contingencies should always be ready.

REMARKS

Emergency relief will naturally be most required during and after actual operations and it is at this stage that its military value is obvious. Providing food and shelter is the best way of preventing the movement of refugees and they have reached comparative safety and of preventing others who have accommodation from wandering in search of food. At this stage therefore the priority is the actual needs of those who must be controlled or whose active assistance by way of labour is necessary for military operations.

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URGENT REQUIREMENTS

Even in the early stages it will be necessary to make plans for the payment of welfare of all recipients of emergency relief. Refugees should be returned to their native places or resettled where they can earn their own livings. The homeless must be re-accommodated as near as possible to their former homes, the poor and aged, in so far as they are a permanent liability, handed over to the General Welfare Section. The work of the Relief Supply Section in making food supplies available through normal channels should remove the need for emergency feeding. So long as hostilities continue, there is a possibility that heavy bombing or even reverses in the field will again call for sudden action. Plans for such emergency action should always be ready.

MAISON

Emergency Relief must work closely with such Sections of the Civil Affairs Branch as Relief Supply, Health, Public Works, Public Safety and Police. In the large cities the measures to be taken should be co-ordinated with the Civil Service Section, who might uselessly duplicate many of the same facilities with the Emergency Relief Section will be providing. Similarly, there is need for liaison with the Health Section in such matters as provision of extra milk for mothers and children.

RESPONSIBILITY OF LOCAL AUTHORITIES

Emergency relief must be administered direct by the S.O's, C.A.

/They

They must control and supervise what is done by the local civil authorities or, if they are not able to act, by volunteers from the local civil population organized in the best way that the situation allows. It should however be impressed on local authorities that the responsibility for caring for all those in distress within their boundaries is theirs and so on time's, although the Civil Affairs Branch will give such assistance as may be possible. Host local authorities will have some form of organization for dealing with emergencies and this should be revised and revitalized as a first step. The inhabitants themselves should be called on to assist. In particular, those to whom relief is being administered should be encouraged in every way possible to help themselves by participating in the organization which is being set up to help them. How this may be done is indicated in para 15 below which deals with the conduct of refugee camps.

EQUIPMENT AND STORES

In order to improvise the first measures, equipment and stores will be required which must be obtained locally. This must be arranged through the Relief Supply Section, but the local authorities should be called upon to assist as far as is within their power.

CONDITIONS TO BE ENFORCED

It will be impossible to measure beforehand the magnitude of the task which may await the Emergency Relief Section. In many places such a state of chaos may reign that the services of every Civil Affairs Officer in the area, whatever his nominal role, may have to be called upon and reinforcement requested from other areas where conditions are better. The first requisites will be the provision of food and shelter and the care of the sick and wounded. Immediate measures which may be required are discussed in the following paragraphs.

ACCOMMODATION

Camps may have to be provided for all who are homeless. Accommodation for refugees is dealt with in paras 14 and 15 below, the provisions of which will to a considerable extent apply to all emergency accommodation. Accommodation for all local homeless should be as near their old homes as possible. Un damaged buildings must be taken over as immediately. This should be done through the local authorities and not as an army charge. Whatever form of accommodation is provided it should be selected in consultation with the Health and Public Works Sections. Intrinsically and relative accommodation and the disposal of refuse and sewage must be provided for. Water will be required for drinking, washing and cooking. In providing it, the Health and Public Works Sections should be consulted. Sanitation should be arranged for by the Health Section. Transport and containers may be required.

TRAINING

EQUIPMENT AND STORES

7. In order to improve the first measures, equipment and stores will be required which must be obtained locally. This must be arranged through the Relief Supply Section, but the local authorities should be called upon to assist as far as is within their power.

COMPETITION TO BE EXPECTED

8. It will be impossible to measure beforehand the magnitude of the task which may await the Emergency Relief Section. In many places such a state of chaos may reign that the services of every Civil Affairs Officer in the area, whatever his nominal role, may have to be called upon and reinforcement requested from other areas where conditions are better. The first requisites will be the provision of food and shelter and the care of the sick and wounded. Immediate measures which may be required are discussed in the following paragraphs.

ACCOMMODATION

9. Camps may have to be provided for all who are homeless. Accommodation for refugees is dealt with in paras 14 and 15 below, the provisions of which will to a considerable extent apply to all emergency accommodation. Accommodation for all local homeless should be as near their old homes as possible. Un damaged buildings must be taken over as necessary. This should be done through the local authorities and not as an army measure. Whatever form of accommodation is provided it should be selected in conjunction with the Health and Public Works Sections. Latrines and solution accommodation and the disposal of sewage and sewage must be provided for. Water will be required for drinking, washing and cooking. In providing it, the Health and Public Works Sections should be consulted. Chlorination should be arranged for by the Health Section. Transport and containers may be required.

FEEDING

10. All who need accommodation will need food also. Many will need food who do not need accommodation. Measures to be considered should include emergency feeding centres, mobile kitchens and mobile canteens. Existing accommodation should be used wherever possible. Emergency cooking methods as taught by the Army Catering Corps are most valuable and all Civil Affairs Officers should have knowledge of them. At this stage cooked food is what is needed. The Health Section should be consulted on the balance and ingredients of what is provided. Catering stores from which feeding centres and mobile kitchens can be supplied should be set up as soon as possible.

ASSIGNMENT OF RESPONSIBILITIES

11. The people must be told what is being done for them. The police

/should

9- should do this by posting notices and if possible by the use of loud-speaker vans.

INFORMATION SERVICE

12. An information service to help people to regain touch with those from whom they have been separated helps to restore morale and confidence. A rough and ready form of registration of refugees will be the best basis for this. Lost children should be provided for.

GUARDS

13. Guards may be necessary in stores of food and other supplies for issue. They may be provided by the police, but inhabitants themselves may well be called upon to take part in this duty. They should not be armed.

ENTRANCES

14. A refugee camp will always be sited with the concurrence of the military commander in whose area it will be and in conjunction with representatives of the Health and Public Works Sections of the Civil Affairs Branch. In choosing a site, matters to be considered should include:-

- (a) Access to roads and other means of transportation.
- (b) Avoidance of large centres of population.
- (c) Nature of the soil. Well-drained, porous soil is the most suitable.
- (d) Water supply is essential. Five gallons per person per day for all purposes should be the minimum. Drainage must match the water supply.
- (e) Clean and natural shelter is desirable.
- (f) The site should be capable of being fenced.
- (g) Use of empty buildings (even part of the camp is an enemy and will usually make for efficiency).

CONTINUING SERVICES

15. The fullest possible use must be made of civilian resources and the local authorities must be called upon to assist in providing them and if possible to take charge of the camps themselves, under the direction of the S.F.O., concerned. Local civilians should be employed on matters which the inmates cannot carry out for themselves.

In establishing and conducting refugee camps, matters to be considered should include:-

Sanitary

- (a) Provision of ablutions and latrines.
- (b) Disposal of sewage, refuse and garbage.
- (c) Insect and vermin control.
- (d) Laundry facilities.

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REMARKS

14. A refugee camp will always be sited with the concurrence of the military commander in whose area it will be and in conjunction with representatives of the Health and Public Works Sections of the Civil Affairs Branch. In choosing a site, matters to be considered should include:-

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- (e) Shade and natural shelter is desirable.
- (f) The site should be capable of being fenced.
- (g) Use of empty buildings even as part of the camp is an economy and will usually help for efficiency.

OVERVIEWING REFUGEE CAMPS

15. The fullest possible use must be made of civilian resources and the local authorities must be called upon to assist in providing them and if possible to take charge of the camps themselves, under the direction of the S.O.C.A. concerned. Local civilians should be employed on welfare duties within the camps cannot carry out for themselves.

In establishing and conducting refugee camps, matters to be considered should include:-

Sanitary

- (a) Provision of ablutions and latrines.
- (b) Disposal of sewage, refuse and garbage.
- (c) Insect and vermin control.
- (d) Laundry facilities.
- (e) Sanitary discipline and inspections.

Medical

- (f) Medical control and inspection.
- (g) Medical supplies. These may in the first instance be furnished from the military medical authorities.
- (h) Immunization measures.
- (i) Hospital accommodation, including for maternity cases. A reasonable provision of beds is 5% of the number the camp will hold.

Manning

Messing

- (3) Rations, cooking, feeding, accommodation and food hygiene.

Light and Heat

- (2) Fuel for cooking and for heating certain accommodation. Light and heat for working at night.

Welfare

- (1) Registration of inmates.
- (2) Care of children, including those unaccompanied.
- (3) Education.
- (4) Employment for adults, including permanent work and work in the camp and on committees for self-government.
- (5) News service.
- (6) Advice bureau.

RECORD OF ISSUES

16.

Detailed records of the issues of meals will not be possible in the earliest stages. Records of the issue of clothing and other non-exchangeable stores must be kept. The principle set out in Chapter XXIV para 6 must be born in mind.

PAID FOR RELIEF

17.

It is the general rule that payment should be made for all relief issues. Payment should be requested and promises to pay recorded, but at the same time, military necessities demand that emergency issues should not be withheld because recipients cannot pay for them. As soon as practicable, relief so, there needs to be pay for it should be in the form of relief payments. This method has the advantage of bringing relief to those who require it without the need for maintaining an emergency organisation for distribution in kind.

NOTE ON INTERNATIONAL EMERGENCY RELIEF

18.

The great majority of those to be cared for are self-respecting citizens in distress through no fault of their own. Cheerfulness, patience and close co-operation and understanding of their unfamiliar plight are the first requisites in restoring morale, but sympathy must not be blinded by sentimentality. Fearless in the worst enemy of morale. Everyone who can undertake a responsibility should be given one. The interests of all must be kept equally in mind. Promises which cannot be fulfilled should be avoided.

ATTACHMENTANNEXED APPENDICESGENERAL

Civil Affairs
 Chief Civil Affairs Officer
 Deputy Chief Civil Affairs Officer
 Senior Civil Affairs Officer
 Senior Staff Officer for Civil Affairs
 Staff Officer for Civil Affairs

FUNCTIONS :(a) Divisions

Military Government
 Finance Economics
 Public Services
 Public Welfare

(b) Sections

Legal
 Custodian of Allied and Enemy Property
 Public Safety
 Police
 Civil Defense
 Fire Defense
 State Department
 Information
 Conscription
 Education
 Public Works and Monuments
 Finance
 Trade and Industry
 Acquisition
 Agriculture
 Fuel
 Salvage
 Labour
 Telecommunications
 Postal
 Movement and Transportation
 Road Transport
 Public Works
 General Affairs
 Health
 Relief Supply
 Emergency Relief
 Communications, Civil Affairs Branch

(c) Communications, Civil Affairs Branch

2509

Civil
 C. A. O.
 C. A. O.
 C. A. O.
 C. A. O.
 C. A. O.
 C. A. O.

Div
 Mil G
 Fin Econ
 P. Serv
 P. Welf

Sec
 Legal
 C. A. E. P.
 P. S.
 Police
 Civ Def
 Fire
 B. D.
 Inform
 Cons
 Edu
 Fin Econ
 Fin
 T. & I.
 Regn
 Agr
 Fuel
 Sal
 Lab
 Telecom
 Postal
 Mov. & Tr.
 Rd. Trp.
 Pub
 Gen Welf
 Health
 Relief Sup
 Emerg Relief
 Comm. C. A. Branch

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