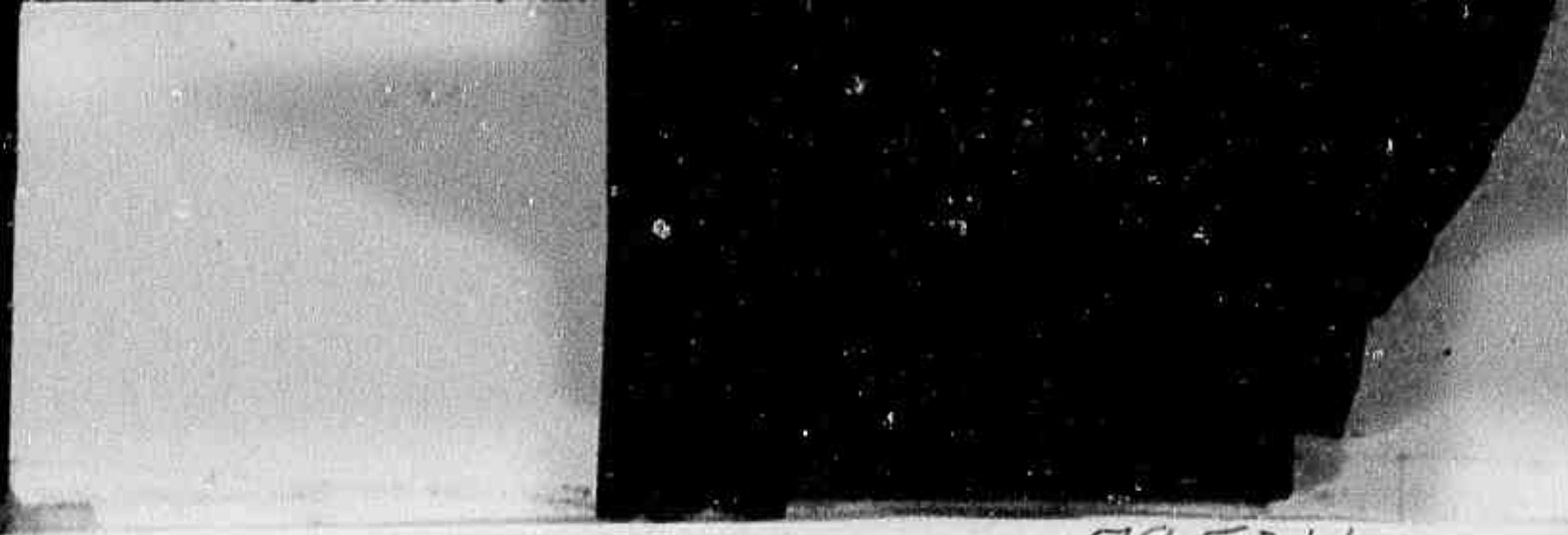

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General Information Vol. II
April 1943

2-15-98

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GENERAL INFORMATION (2)

Agriculture

Industry.

Civil Defence.

Relief.

Transportation.

Labour.

Publicity and PWE.

Food.

Medical.

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AGRICULTURE.

Extract from Civil Affairs Manual.
Section 8. Agriculture and Farming.

CA/P/278 Agriculture of Central Europe.

CA/P/243 Agricultural Machinery and Tools for re-occupied Europe.

Synopsis of Lecture on -

(i) Certain European Coalfields.

(ii) Reconstruction of a Coal Mine Damaged by Enemy Action.

CA/P/280 Economic Problems of Re-Occupation.

MOST SECRET.

EXTRACT FROM CIVIL AFFAIRS MANUAL.

SECTION 8. AGRICULTURE AND FARMING

1. General.

A considered agricultural policy is essentiall in order that the natural resources of invded territories can be speedily developed and thus provide food not only for the civil inhabitants but also for the invading forces.

It will be the duty of the Agricultural officer under the C.F.O. to ensure that the agreed policy is implemented by good farming practice which will be governed by local conditions some of which are referred to below, the time of the year in which operations are taking place and the urgency of the food problem. Where a food shortage exists it may be necessary to plan for early production rather than for long term development.

2. Problems and Planning.

The C.F.O. will prior to operations prepare a detailed plan - in particular he will consider the following matters:-

(a) Local Supplies - the necessity of reconstituting and/or increasing local food supplies as soon as possible.

(b) Sowing and Harvesting - the assurance of resumption of work, such as sowing and harvesting, which may have been interrupted by military operations.

(c) Flocks and Herds - the collection of flocks and herds which may have been dispersed.

(d) Agricultural Requirements - inter alia, the provision of:-

(i) Seeds and farm equipment.
(ii) Essential feeding stuffs for live stock.
(iii) Horses and machinery available for farm work. Upon these will depend the amount and nature of farming which can be carried out.
(iv) Fuel for tractors and other machinery necessary for farming.
(v) Artificial manures and fertilisers where required.
(vi) Labour - transfers from other villages or areas may be necessary.

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(v) Artificial manures and fertilisers where required.
(vi) Labour - transfers from other villages or areas may be necessary.
(vii) Transport facilities to move produce from rural to urban districts etc.
(viii) Storage space on farm where this is inadequate.

(e) Hoarding - action to be taken to prevent possible hoarding of stocks by farmers.

(f) Available Information - the relevant information available regarding the areas concerned, such as

(1) The nature of farming for which the areas concerned are best suited having regard to the policy referred to in paragraph 1.

(ii) The produce likely to be available during the period and how it can best be used to meet rural and urban needs.

(iii) Probable reserves of seeds and feeding stuffs.

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(iv) The types and quantities of seeds and feeding stuffs which will have to be imported and when these requirements are likely to be satisfied.

(v) The agricultural methods being employed and how the situation affects them, e.g., if mechanisation is the general rule, the provision of fuel will be necessary. This may not be available in the early stages.

(vi) The amount and types of agricultural equipment which may be needed and how this need can be met.

(g) Distribution and Marketing - in conjunction with the Transport and Fuel Officers and take into consideration the density of the population in the areas; how produce is to be conveyed, distributed and marketed.

(h) Fertilisers - existing supplies of artificial manures and fertilisers - if non-existant, whence and when can they be imported and in what quantities.

(i) Subsidies - a plan for subsidising farmers, which must include the costing of produce and method of payment.

(j) Bulletins - the preparation in the relevant language of all necessary instructions and arrangements for their publication. These will fall under various headings, such as:-

(i) Marketing Scheme.

(ii) Price Control.

(iii) Methods of payment.

(iv) Production schedules for farmers.

(v) Seed sowing tables.

In addition to and together with the above, the C.F.O. will take into consideration the problems details of which are set out in Section 1.

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CIVIL AFFAIRS STAFF CENTRE

CA/P/278

AGRICULTURE OF CENTRAL EUROPE.

LECTURE BY MR. P.L. YATES

THE NORTH-WESTERN COAST OF GERMANY

The farming country round BREMEN and HAMBURG is not unlike English grass and dairy farming country, and the people are mainly not unlike the Anglo-Saxon farmer, slow to make friends but most hospitable to the stranger whom they have finally decided to accept - quite unlike the typical Prussian. Around HAMBURG, on the left bank of the ELBE, there is a large horse-breeding district, which used to be the centre for breeding the Army horses, and still has some importance in this respect.

The farm-houses are large, with thatched roofs coming down to within a few feet of the ground, and comfortable interiors. The main industry is dairying, with pig-keeping as an important subsidiary; in fact the farming is very similar to that found in the NETHERLANDS and DENMARK. The pig industry depended upon imports of barley, but the Nazis wanted to use all their foreign imports for munitions and prevented this, which caused suffering among the farmers.

The social structure is:- a farm with labourers living in a tied cottage nearby and getting a good part of their wages in kind. The relationship between farmer and labourer is much more friendly and less restricted than in Eastern GERMANY.

THE NORTH-EAST OF GERMANY

A sandy plain extends from the east to the ELBE and is important agriculturally. The soil is so light that it is liable to blow away, and Frederick the Great carried out a great deal of afforestation. The country is naturally poor from an agricultural point of view, and has a low rainfall. The main crops are rye and potatoes. Potash and other fertilisers are used. Alcohol and potato starch are manufactured from the potatoes. This is the country of the old Junkers, with farms extending for 1000 - 2000 acres; each farm used to have its own distillery or starch factory, which would work for three months in the year, starting in November after the harvest was over. It was lucrative business, and on the whole a good livelihood could be made from it. The Prussian landowners exercised a great influence throughout GERMANY over the agricultural policy of the

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Their chief source of labour was the hired worker living on the estate and drawing part of his wages in money. A large proportion of these were Poles, who came permanently or for seven to eight months of the year. They lived in long rows of tumble-down sheds, or, in the case of the unmarried ones, in dormitories, one for men and one for girls, with kitchens in the middle. It was useless to attempt to house them under better conditions. On the whole, the Poles liked it, because they earned more than they could get at home, but the system depends on cheap labour.

Exactly the same type of farming is found in POLAND.

CENTRAL GERMANY/

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CENTRAL GERMANY

Around SILESIA, BRESLAU and DRESDEN, a more mixed type of farming is found. The centre of the German sugar-beet industry is situated between HALLE and MAGDEBURG. The soil is good, and fine crops of sugar-beet and wheat are obtained by a generous use of fertilisers. The sugar factories are not part of the farms, but are always situated near them. Livestock are more important, and there is a certain amount of fattening in the English sense of the word; not much, however, as this is seldom found on the Continent. Sugar-beet was also grown around BRESLAU and POSEN, and was an important industry in the part of POLAND now annexed by GERMANY.

THE RHINE VALLEY

This runs from COLOGNE southwards to BASLE, and includes also the valleys of the RHINE tributaries. The area is engaged in vine-growing, market gardening and fruit-growing. The famous RHINE wine is grown on the banks of the RHINE around COBLENZ, fruit round MANNHEIM and WORMS, more wines south of MANNHEIM, market-garden produce in the NECKAR valley, and fruit again round LAKE CONSTANCE.

The small farms are carried on mainly by family labour. The people are Western in character and independent, for they were emancipated from slavery earlier than in the eastern part of the country. They have strong anti-Nazi feelings. Cultivation is on a high level for the type of farming.

BAVARIA DOWN TO MUNICH

A mixed type of farming is carried on, mainly dairying (arable dairying), and a great deal of butter production. The country is not attractive, and the farming rather careless. The cattle are the Friesian (lowland) type.

BELOW MUNICH

The Alpine type of farming is found here, and cattle are taken up to mountain pastures in the summer months and brought down and stalled in the winter. Milk production is therefore seasonal, and the milk is used chiefly for the manufacture of cheese and butter, since not much is expected from the cows in winter, when they are almost starved. Cattle cake was never imported into GERMANY much, even before the

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BOHEMIA AND MORAVIA

The farming is of the dairying type.

Further east in the Czech Protectorate there is wheat and a very large sugar-beet industry. Sugar was called 'white gold' in reference to the importance of this industry. Livestock were also important, because the large number of towns in the area provided a market for milk. Compared with the neighbouring countries, farming was prosperous, the farms being usually of the small family type.

Yet further east, the character of the farming changes completely, and is a subject in itself.

/s/

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As regards the crops of GERMANY, the most extraordinary thing is the small-scale nature of the holdings. More than half the cereals produced come from farms of less than 50 acres. There is not, therefore, very great scope for agricultural machinery. Before the war, there were not many more tractors in the whole of GERMANY than in BRITAIN. The farms were mostly small family concerns, using fairly primitive methods, so that only a small part of the cereal harvest is cut by binders. Most farms have some reaping machines.

The standard of living was not very high. Agricultural wages were equivalent to about 20 - 30 shillings a week as far as can be judged (they were mostly paid in kind). When trade was good, German farmers would try to get work in the towns, but the last few years were years of great unemployment, and the Nazis forbid any farmers to go to the towns until they got their armament factories going. About 10% of the agricultural population has now been absorbed into the towns. The farms can still carry on, however, because there is a surplus population in farming, - a state of affairs which exists to a much greater extent in Eastern EUROPE.

A third of the agricultural population in POLAND is redundant, even taking into account the primitive methods. The holdings are extremely small, 12 to 20 acres being expected to support a very large family, with as many as three or four adults all working on the land.

As regards livestock, in the whole of Central EUROPE standards are not nearly so good as on the western fringe. Neither of the German types of cattle are very high yielders; 500 gallons is considered very good as an average yield. The further one goes, the worse the situation becomes, and below 250 gallons is considered good. There is no attempt at selective breeding except among the large-scale farmers of western POLAND, the equivalents of the German Junkers. Sometimes families share a cow.

The Nazis have tried to improve the livestock situation by making milk recording compulsory for farms of over 2000 acres. This means that rather less than half the cows in GERMANY would be recorded with the scheme in full operation. The local milk market of towns was relatively unimportant in GERMANY, and most of the milk goes into butter.

Pigs were fed largely on potatoes, but the areas devoted to pig-rearing and potato-growing respectively were in entirely different parts of the country, and it had not been decided which to move: i.e. at different times reduced rates for both had been allowed on the railways. Pigs are not now supposed to eat any cereals at all except a little barley, which means a slow rate of fattening.

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There is no specialist poultry keeping, as this is discouraged by the Nazis. The farms usually have their own flocks of fowls.

The organisation of farms has been a model for all agricultural organisation in other countries since the occupation of EUROPE. The Nazis started their system in 1933. To raise agricultural prices, which had sunk low during the depression, without raising the cost of food to the consumer, they have set up a very strong control of prices and supplies. This organisation has really proved its worth in war-time, making GERMANY the one country in EUROPE where there is virtually no Black Market activity - this forms a particularly strong contrast with ITALY. This has been done by a very complicated organisation, based on three things:-

(i) A farm record. Every German farm has a book in which everything is written down by the farmer: for example, number of acres under each crop each year, number of livestock, number of workers, wages paid. Duplicate copies of all this are kept at the Regional Headquarters of the Reich Food Estate.

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(ii) The record is checked by inspectors from the regional office every few months.

(iii) Marketing licences or permits. A certificate has to be written out in triplicate for everything a farmer buys or sells. One copy is kept by the buyer, one by the seller, while the third goes to the office of the Marketing Control.

In this way a record is made of every transaction, and the farmer can show it to the inspector. For example, the wheat the farmer sends to the miller is registered, the flour sent by the miller to the baker, and the final sale of the finished loaf to a ration-card holder. The same applies to every other agricultural product; each has a marketing board which is responsible for collecting the product from the farmer and seeing it through to the retailer. All the wholesale dealers are licensed, so the authorities have a definite picture of what is going on all the time. This system has been introduced by degrees. Various difficulties have occurred, and the authorities have had to make new regulations to stop up freshly-discovered loop-holes. For example, it was ruled that a cow which had to be killed as a result of some injury need only be registered at 50% the value of a whole cow, and this was immediately followed by a large increase in casualty slaughtering of cattle. Again, price control might fix liver sausage at 1/3d per lb. and lard at 1/-d. per lb., thereupon butchers would offer for sale sausage skins filled with lard at the higher price to customers with more to spend than they could find to purchase, who would gladly buy them. Poultry keepers were expected to hand over 70 eggs per hen per annum, and attempts to evade this control were made in very much the same way as in ENGLAND. In the course of time, however, most of these gaps in the organisation were stopped. What will happen when the Nazi party crashes is doubtful.

They have also tried to regulate the fruit market, where prices used to fluctuate with the varying harvests. The Nazis tried to prevent this by fixing maximum and minimum prices in such districts as KARLSRUHE for all sorts of fruit. Thus, if there was a glut in any one sort of fruit, it could not be sold below the minimum price, and at the end of the day the canners would be ordered by the authorities to buy up the surplus at the same price; while if there was a scarcity they would only be allowed to buy a proportion, based on the amounts bought by them the preceding year, at the maximum price. The difference between minimum and maximum price would not be great. This system seemed to work fairly well. The Nazis' main difficulty was the transport charges.

As a result, the food situation in GERMANY is still fairly good, better than in any of the occupied countries except DENMARK. The rationing system is extremely complicated, being graded for every class of worker, invalids and children.

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As a result, the food situation in GERMANY is still fairly good, better than in any of the occupied countries except DENMARK. The rationing system is extremely complicated, being graded for every class of worker, invalids and children.

Coupons have to be surrendered for meals in restaurants. The rations have been extraordinarily stable for the war period, apart from a small reduction in bread about two years ago and temporary reductions made last spring and restored when it was found that the harvest was not so bad as had been feared. Most of these rations are the produce of German farms; the amount drawn from the occupied territories are not large, in fact they have been a disappointment to GERMANY, particularly the UKRAINE. On the other hand, the Nazis have had to send grain to BELGIUM, NORWAY, FINLAND and ITALY. GERMANY imports perhaps ten per cent of her grain requirements, and is self-supporting in sugar and potatoes and almost so in meat and butter. They draw a little meat from FRANCE, and meat and butter from DENMARK. A little fruit comes from South-East EUROPE and ITALY. Oil she does not produce at all, and imports some from ROUMANIA and BULGARIA, some from the UKRAINE, and, until we went into NORTH AFRICA, some from DAKAR. Butter production has been kept up by forbidding the sale of whole milk to consumers not in the priority classes. The ration situation in the Czech Protectorate is similar. In POLAND there are three classes of ration: for Germans, for Poles and for Jews, while rations vary from town to town and there is a flourishing black market. The situation is generally bad but extremely uneven.

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CIVIL AFFAIRS STAFF CENTRE.

AGRICULTURAL MACHINERY AND TOOLS FOR RE-OCCUPIED EUROPE.
Lecture by MR. KING.

Many factors influence the use of agricultural machinery, such as the size of the holdings, availability of farm labour, standard of living required by the farmer and the object of the farm - whether to provide produce for sale or simply self-sufficiency, i.e. partly to clothe the farmer and his family and to provide them and their animals with food. More basic factors are the climate and type of soil, upon which will depend crops grown and the whole economy of the farm, and therefore the type of machinery used.

Agriculture on the Continent of EUROPE is divided into the following main types :-

(i) The dry Central European countries, including CENTRAL GERMANY, CZECHOSLOVAKIA, POLAND, HUNGARY and part of the USSR, which have a dry climate, hot in summer and cold in winter, with an early harvest;

(ii) The Atlantic seaboard, including DENMARK, HOLLAND, BELGIUM, NORWAY, and WESTERN FRANCE, which have a climate like that of the BRITISH ISLES;

(iii) The Mediterranean countries, including GREECE, ITALY and part of YUGOSLAVIA, which have high temperature and humidity.

In CZECHOSLOVAKIA and POLAND is found the black soil; deep loam in GERMANY, BELGIUM and part of HOLLAND; in another part of HOLLAND sea clay, which is heavy to work but yields very good crops. In BELGIUM, HOLLAND, DENMARK and parts of FRANCE the farming is very like that carried on in ENGLAND. DENMARK is particularly a dairy-farming country, and therefore the highest development of machinery has taken place in dairy equipments. Small fields do not lend themselves to mechanised methods. In GREECE highly mechanised grain growing has been carried out in the plains by a British Company, but the peasants in other parts, in the hills and valleys, use ox-drawn ploughs, and in some small holdings all work is done by hand. In YUGOSLAVIA there are certain parts of the valleys which can be cultivated by tractors, while the hillsides cannot be cultivated by any orthodox methods.

The following factors are to be taken into consideration :-

(i) The size of the holding;

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The following factors are to be taken into consideration :-

(i) The size of the holding;

(ii) The object of the farm - whether for commerce or self-sufficiency;

(iii) Whether any outside help is hired by the farmer;

(iv) The form of motive power obtainable.

The following are the main types of farming carried on in EUROPE :-

(i) At one end of the scale we have the very small holdings, like those found in PORTUGAL and GREECE, cultivated by hand-plough, spades, scythes.

(ii) The typical peasant farm of 50 to 70 acres, which may be found all over EUROPE. Motive power is provided by an ox or mules and there may be a small mowing machine. These are mostly family concerns.

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(iii) Farms of about 100 acres, employing outside labour, and using horses or a tractor. These are to be found in parts of FRANCE, NORTH GERMANY, ITALY, and parts of GREECE and RUMANIA. They have a tractor or two or three horses, perhaps a distributor for spreading artificial manure, hay-making machines, wagons and a reaper and binder, and perhaps a small threshing machine;

(iv) The farms which are highly mechanised, using powerful tractors and harvesters.

It has been said that transport is the most important single item in farming.

(i) In the very small holdings transport may be by wheelbarrows and hand trucks;

(ii) In the small peasant farms by wagons;

(iii) Farms of about 100 acres may have tractor-drawn trailers;

(iv) Highly mechanised farms may even have corn-bins on pneumatic-tyred wheels, and combine harvesters.

It seems, therefore, that to help these European countries to bring their land back into cultivation we must supply two quite different types of machinery :-

(i) A good supply of hand tools such as hoes and forks;

(ii) A block of high-powered cultivating machinery and possibly some operators.

The supply of hand-tools will merely augment the tools which have been used and are probably still being used for some holdings, while the powered machines will probably be new.

The reclamation of land in BRITAIN has in some cases been a job for track-laying tractors, and much has been done by cable and winch. Much work of a lighter kind has been done by similar winches attached directly to the tractors. Aerodrome builders have much experience of clearing land in this way. Very large and heavy ploughs have been used for ploughing-in bracken. For this and other tall growth, with success has been achieved by a single-furrow plough imported from AMERICA, where it is known as the "prairie

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(ii) A block of high-powered cultivating machinery and possibly some operators.

The supply of hand-tools will merely augment the tools which have been used and are probably still being used for some holdings, while the powered machines will probably be new.

The reclamation of land in BRITAIN has in some cases been a job for track-laying tractors, and much has been done by cable and winch. Much work of a lighter kind has been done by similar winches attached directly to the tractors. Aerodrome builders have much experience of clearing land in this way. Very large and heavy ploughs have been used for ploughing-in bracken. For this and other tall growth, much success has been achieved by a single-furrow plough imported from AMERICA, where it is known as the "prairie buster". The Post-War Requirements Bureau has been collecting machinery for use in EUROPE during the Relief Period of 18 months, but the present concern is with a shorter term. The main problems are :-

(i) How to get the machinery;

(ii) At what time of the year will the liberation take place.

Suppose, for example, that the liberation takes place just before the harvesting season. There is no reason to suppose that more crops are growing than can be harvested by the machinery available in the countries, but the enemy in his retreat may destroy or remove the more complicated machines, and will take as many wagons and animals as possible. A certain need is for ploughing and cultivating machinery. If the liberation is just before harvest-time, and if any crops worth harvesting have been left standing, it will be necessary to provide a binder. We need not consider transport as a separate problem, because possibly some Army vehicles may be available. Seed drills will have to be provided in late autumn or early spring. Artificial manures could be distributed by hand.

There/...

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There will be a serious shortage of native power, since horses and tractors will have been taken by the military authorities. The shortage of horses will be serious for some time. Ploughing in BRITAIN is usually done by means of a medium-weight wheeled tractor, in most cases a Fordson. For heavy reclamation work and for some hill-side work track-layers are being used. They have many advantages, because the wheels of wheeled tractors will slip under some conditions, while track-laying tractors can plough 7 or 8 furrows, and will therefore do much more work than Fordson tractors, but the track-layers will need a more highly skilled driver and much more skilled maintenance work. A force of medium-powered tractors and two or three furrow ploughs would make a very useful army for any part of the Continent where powered cultivation could be carried out, alongside intensive peasant farming on hill slopes.

In BRITAIN the organisation required has been provided, with repair facilities, transport facilities, and supplies of spare parts. A farming Panzer force will be needed. Organisation here has been arranged under the War Agricultural Executive. The work of farming in each county is controlled by a voluntary committee, which employs several paid officers, one of whom is responsible for the whole block of machinery loaned by the Ministry of Agriculture - ploughs, tractors, cultivators, etc., which are usually hired out, with or without their drivers, to any farmer who has to convert pasture land into arable land.

Some Committees have taken into their charge pieces of rough land; for example, the Maidenhead Thicket is now growing potatoes for the Berkshire Council; but their main work is to help out the farmers.

The most useful unit they have got is a Fordson tractor mounted on pneumatic tyres, and attached to a trailer which has a tank holding 125 gallons of vapourised oil, and which also holds 5-gallon drums of oil and of water, tools, spares, a heavy chain and a stand for a bicycle. At the other end could be attached a cultivator or another trailer, put on pneumatic tyres, or a plough or other implements. The one man in charge of this outfit is sent from Headquarters and can drive round to the farms with work to be done. He can have his outfit away from Headquarters for a week, using the bicycle to return to his lodgings at Headquarters after work each day. There are several Headquarters throughout the country, with a workshop for heavy repairs. If it is economical for the outfit to be away for more than a week, when there is a good load of work at farms in the same district, or when much time is spent in travelling from one small farm to another, and oil consequently used, lorries are sent out with fresh supplies to the farm where the tractor is working.

A great difficulty is being caused by the difficulty in obtaining pneumatic tyres. A not very successful attempt is being made to use wooden tyres with iron covers for the road, but these slip in wet weather, and take some time to fit. However, there are still pneumatic

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A great difficulty is being caused by the difficulty in obtaining pneumatic tyres. A not very successful attempt is being made to use wooden tyres with iron covers for the road, but these slip in wet weather, and take some time to fit. However, there are still pneumatic tyres in the country, which might be obtainable for military purposes, and they are important, as a surprising amount of time is spent on the road.

If pneumatic tyres are used, it is well to remember that recent research does not bear out the theory that low pressure will prevent slipping under wet conditions. It is now considered better to have pressure as high as possible for these conditions, to fill the tyres with water, or ballast the tractor, and so ensure wheel grip by increased weight.

18.8

28 Apr 43.
BC.

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H.Q. Military Section

CIVIL AFFAIRS STAFF COURSE. S/ST/251.

LECTURE: RECONSTRUCTION OF AGRICULTURE IN YUGOSLAVIA.

by Miss Warriner.

Seventy per cent of the whole population of YUGOSLAVIA are engaged in agriculture, so it plays an important part in the life of the country. The food situation is also a dominant factor, and at the present time there is famine in the coastal district on the same scale as that in GREECE. The food supplies in this region were never sufficient for it to feed itself, and it relied upon imports drawn from outside or from the inland districts of the country, now transferred to HUNGARY. One of our first tasks will be to import food into this region.

It is usual to divide YUGOSLAVIA into five agricultural districts; running from North-East to South-West these are:-

1. The region of dairy farming, mainly SLOVENIA.

2. A pastoral region with a certain amount of corn-growing in the valleys. This region covers all the region South of the SAVA.

3. The rich corn-growing triangle which covers the area of the old province of SLAVONIA and the BACSKA: it is roughly the region between DRAVA and SAVA, and between DRAVA, TISA and DANUBE. This is the corn surplus region where one finds rich peasants and adequate food supplies.

4. In the south, in the Vardar valley (now occupied by BULGARIA) there is a peculiar type of sub-tropical agriculture. Tobacco, cotton, rice, and recently the Soya bean, are grown there. The climate is wet and warm.

5. The south-eastern coastal region, growing olives as its chief type of production. There is, of course, a certain amount of mixture and there are transition regions.

The main problem will be that of the rich, corn-growing region and the pastoral mountain region, and of planning the supply of food from one to the other; a problem which has always occupied the Yugoslav government. Conditions in the corn-growing region are extremely favourable to agriculture. The peasants have large farms with cattle, pigs, etc. They are fairly good farmers by European standards. This region is part of the Hungarian plain, with rich black earth which it is almost impossible to spoil by bad farming, and is fairly flat. The only dangers are flood or drought. The population was settled there in the 18th Century, after the Turks had been driven out, in holdings

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On the other hand, the pastoral region is very poor. The greater part of the area is limestone, the so-called Karst, peculiar on this scale, to YUGOSLAVIA. Agriculture is carried on in the valleys only. The rainfall is high, but the soil is always dry, as rain occurs only two or three times a year in the form of a torrential downpour, which the porous soil does not hold. Under such conditions scientific farming is impossible. Each peasant family keeps a few sheep or goats for a livelihood. The whole region really relies for food on a sort of scrub vegetation (the Makija) growing on the lower slopes of the mountains which the sheep live upon and destroy. This is, therefore, a harmful type of farming, as the vegetation which might keep the moisture is destroyed by the livestock, providing a problem analogous to that of the Dust Bowl in AMERICA, of impoverishment of the land by improper farming. Goats are a sign of poverty, and themselves create it by destroying vegetation. There is little poor farming, but almost all the goats and sheep are on the same starvation level.

Between

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Between these two regions, also in the transition region of Nor
zone, ... Production figures are as follows:-

cwt-producing region	1000 kgs. of grain per hectare	
cwt-producing region	500 kgs. " " " "	
cwt-producing region	145 kgs. " " " "	

... two or, so that the transition region
500 kilograms to the hectare is over. It
is self-supporting in years when the harvest is average.
... the climate has a surplus, which
... should be marketed. So as to avoid
... harvest. So as to avoid the
... shortage, it should be remembered
... the transition region is 10 quintals per hectare, which is
... about 7 or 8 in a good region and 7 or 8 in a
... bad region. This
... to find out what the last year's harvest
... to form a fairly
... English
... neighbourhood,
... supply in
... be on the
... people the
... ly be obtained
... ildworthy
... and
... ch picture and
... ch can produce.
... whole
... 100 to 100
... be
... with a normal
... in the rich
... of Canada,

... ive of 300
... out the
... large
... ven about
... for livestock;
... for a cow
... has been
... ing to (assume
... to the
... t from
...) (Assume productivity.)

The Ministry of Peasants Reform pays an official allowance of 300
kilograms of grain per head per year for food relief, about
equivalent of one hectare. This year has been
allowance, but it must be remembered that the normal
entirely on bread. Certain allowances must also be made for
about 500 kilograms per adult man or woman, less for
and about 300 for a child. (Assume with outline or deficient
or, secondly, to mill. What is left to country can
"surplus" figure. (Assume with outline or deficient

0024

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...in this subdistrict,
...ce, at 1,8 ha per cow. If the harvest is in
...ssary, as it usually is, only one cut, and that
...one can harvest it by hand, and the fodder
...ight to the village by donkey. Such a
...land. It is most noticeably shortage, so that h
...local supplies must rise. In addition, figures
...from Ingolby suggest that to obtain
...area of land should be multiplied by
...should not be included in this criterion, only
...Rural densities should be a useful guide to
...hectares of cattle land, the density of the
...raised to be high, as there will not be much
...harvest. Exploitation is about 60 to 90 - 100 he
...region, while in the more regions, for instance,
...it rises to about 200.

The history of Kosmodo Harbor ...ds on official
...Algeria of ...ch we have no ...ver for ...
...equivalent of one kilogram ... day. ...
...allowance, so it must be remembered that the ...
...entirely on breed. Certain allowances must ...
...about 500 kilograms per year ...ch have ...
...can about 350 per ... the would be reasonable.

The greater part of the rich ...ance of 300
...hauled to Hawke, and their ...ds of grain ...
...or, roughly, to half. ...hat is left to ...
..."massive" regions (The regions with cattle ...
...mption are normally taken ... as "active" and "

...ture has not much
...ntion. Figures ...
...ld be considerable
...ple to the
...ly in
...ed on the
...ssible to obtain
...ld be ...
...70% of the whole
...s to over 100 to 100
...e population may be
...ith a normal
...hectares in the rich
...ce, north of Hawke,

...ial allowance of 300
...vided, about the
...ther a large
...ent lives about
...be made for livestock;
...r ox, less for a cow

...try have not been
...ew point to obtain
...ns and small ...re the
...r deficient grain
...al "massive" respectively.)

...ultures have not much
...The most sensible
...for work in industry, such
...ONTINUITY is potentially
...o tractors, but something
...ater is always the
...e, however, would be
...than efficient the lower
...ch split up. (All the
...ness), the solution to
...he peasants try to keep
...ood, and they also have
...the question is not no
...of the maximum they
...ay plants as any novice,
...other." This also means
...to be obtained is low

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We should not go out therefore with schemes for mechanisation, but should try to work on irrigation and drainage problems, and on industrial plans to get the population out of the poor regions into other forms of employment.

In the central regions farming is relatively quite efficient, and agricultural progress would be mainly a question of using more fertilisers. They crop good land too heavily, alternating wheat and maize without any green crop. Our influence should be used to make them plant such crops as lucerne, which should do well in that soil, would provide fodder for the cattle, and increase the fertility of the land. Mechanisation is not necessary, as the peasants have plenty of livestock for farm work.

It may be essential to deal with the local population, who will be in a distrustful state of mind. It is therefore necessary that one should have the right method of approach, which would be to make all dealings in terms of goods. Something better than money must be offered, for the peasants will have been suffering from the depreciation of local Nazi currencies, and if offered those currencies will be unwilling to sell (this is the Nazi's problem at present). Therefore the first thing that an occupying force would require would be to organise a supply of industrial goods, such as fertilisers, clothing (now very short, as they used to depend on imports), etc. Offers of cigarettes will make a good impression, but money should never be proffered, as it is very difficult to do this without hurting their feelings of independance and pride, for they feel that bribery is something one does to an official. They will be pleased, however, by an offer of cigarettes or a drink. It will be useless to try to follow the Nazi example of attempting to get results by force.

Another problem will be who to deal with in a village, since the richer peasants tend to be Quislings, so that to negotiate with them would not be a good move from the point of view of the village as a whole. It would be better to deal with some sort of Committee elected by the peasants containing representatives of the poorer villagers. It is better to deal with the whole village than with the landowners. In CROATIA, at any rate, the richer peasants support the Quisling government.

- -

<u>POINTS MADE IN THE DISCUSSION FOLLOWING THE LECTURE.</u>

<u>The food situation</u> is similar to that in GREECE.

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The food situation is similar to that in GREECE.

Nothing has yet been done in the way of afforestation, as the Government has never dared to make the unpopular move of shutting out the peasants' goats and sheep from any parts of the mountains. Olives would do well for this purpose in the southern part of the country, vines and fire everywhere.

YUGOSLAVIA was practically self-supporting in olive oil but probably on a low level, and far more could be produced and sold.

Olive oil or other fats would be useful for bartering, as also would sugar and coffee. The Nazis have tried to introduce substitutes, but these have not done very well.

18.6.

CROPS.

Maize is sown in late April and early May, hoed at least once in mid-June - the better farmers hoe two or three times - and harvested in September or early October.

Wheat/

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Wheat is sown in September - October and harvested in July, about two or three weeks earlier than in ENGLAND.

Rye is sown at about the same time as wheat and harvested in late June or early July. It is not very important outside SERBIA.

Hay is harvested in June. Three crops are taken in the SLAVENIA region, where conditions of farming are similar to those in AUSTRIA.

There is a little barley and oats grown in the rich corn-growing regions, also sugar beet, which is sown in the spring, harvested in the autumn.

There is a definite migration to higher mountain pastures of goats in SERBIA and cows in SLOVENIA. One herd looks after the animals from the whole of one village.

Cheese is a main item of food, especially in the pastoral regions, as well as yoghourt. In these districts the sheep provides most of the necessities - wool, leather and cheese. Market production could be increased by better feeding of the cattle.

The health of cattle is fairly good, particularly where they are allowed to wander freely in mountain pastures. Tuberculosis is fairly common when they are kept crowded together under bad conditions. They do not suffer from complaints caused by over-feeding and being kept too highly productive of milk. A number of livestock have probably been slaughtered or exported by the Germans.

Vines are grown in certain parts of YUGOSLAVIA, for example, the Hungarian frontier. They are ripe in September.

The Germans are not known to be doing anything to alleviate suffering in the famine-stricken areas.

Not quite the whole fertile region has been ceded to HUNGARY, but even the part still technically belonging to SERBIA is exporting to GERMANY.

Transport will be a difficulty in bringing food from the fertile region to the "passive" one, and those peasants who have a surplus will try to avoid parting with it. Even in peace time, a certain amount was always exported through HUNGARY, balanced by imports from outside, for example grain from GREECE. Good catches of fish and harvests of fruit were also wasted owing to the difficulty of transporting them, and there is a good opening for canning factories of these products. The Bosnian plums, for example, are well-known. It is not known if the Italians have done anything in this direction.

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Fresh-water fishing is not important.

Opium used to be grown in the area now occupied by BULGARIA, but this has been decreasing owing to the influence of the League of Nations.

It will probably be necessary to start our own currency, which will need to be backed strongly by promises to supply goods.

It must not be forgotten that the Moslem population will not accept pork, but no other racial or religious taboos are known.

Holy days are very frequent among the Orthodox population - on about one day in three no work may be done.

Moslems and Orthodox usually live in separate villages.

The outlook of the Yugoslav peasant towards the British is favourable but vague. They have a much more definite idea of FRANCE or AMERICA than

BRITAIN/

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BRITAIN. The better-educated country people are friendly. There are usually one or two older people in each village who have been to AMERICA, but their control of the language is not very great.

Timber is exported from the northern "Bremnitsa" region, and is brought down by rail to BUKOVITZA. The "Slavonic oak" was famous.

A section of the Croat Peasant Party has become collaborationist, some members of this party having been connected with the Nazis as far back as 1937. This association was probably not intentionally treacherous, but to make their own political position stronger. They have a general mistrust of any established government.

The Bulgarians have tried to settle their own nationals on farms from which they have expelled Serbs, but not to the same extent as in GREECE, perhaps because the Serbs would be so extremely unpopular.

Control of animal health is very backward.

24 Apr 43,
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1845

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April, 1943.

Synopsis of Lecture on -

(I) Certain European Coalfields

(II) Reconstruction of a Coal Mine Damaged by Enemy Action.

PART I.

The lecturer will deal briefly with the geology of coal, its origin as "forest peat" and its growth "in situ".

Various coalfields will be described, their situation, annual output, type of coal produced, and, in particular, certain natural features, such as prevalence of running sand, will be mentioned. Special attention will be paid to the Spitzbergen, Dutch Limburg, Belgian Campine, French Pas de Calais and Nord, as well as the Sardinian coalfields.

PART II.

Organisation of a Coal Mine - (Will be dealt with separately)

Destruction and Reconstruction

Case I. Enemy given ample time to adopt "Scorched Earth" Policy

Compare Pas de Calais 1917 with 1916.

What form is destruction likely to take?

No possible chance of quick recovery.

Tools and machinery similar to those needed for clearing bombed site will be required.

Case II. Enemy given limited time to carry out destruction

What is the most effective action for him to take?

(a) damage shafts and flood mine;
(b) cause cages and ropes to crash into bottom of shaft;
(c) damage hoisting engine;
(d) destroy power plant.

What plant is wanted for recovery?

Necessity for an ample power supply.

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SHIPMENT, DISCHARGE and TRANSPORTATION OF COAL.

Synopsis of Lecture by W. Woodfin,
Ministry of Fuel & Power, Liverpool.

1. THE LOADING OF COAL INTO SHIPS IN THIS COUNTRY.

Details of descriptions required to be given when requisitioning, i.e. Domestic, Locomotive, Gas or Industrial coals.

Method of separating different qualities in ship.

Ascertaining weight and description of cargo before discharge.

Loading into ship, in bulk, in this country by Port Appliances.

2. USE OF OCEAN-GOING VESSELS AND COASTING VESSELS.

An Ocean-going vessel is one upwards of 5000 tons capacity.

Difficulties in discharging Ocean-going vessels.

A Coasting vessel is one of 500 to 2500 tons capacity.

Loading into ship, in bulk, in this country, by Port Appliances.

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Difficulties in discharging Ocean-going vessels.

A Coasting vessel is one of 500 to 2500 tons capacity.

Suitability of coasting vessel for coal carrying and discharge as compared with Ocean-going vessel.

The discharge of either type with Port Appliances.

1813

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3. PROBLEMS OF DISCHARGE WHERE CONDITIONS ARE ABNORMAL.

Normal methods of discharge in this country.

Type of grab for digging Large Coal: To do this effectively a grab of 2½ tons in weight is necessary. A Small grab of 25/30 cwts. can handle Nuts and Small coal.

Condition of Ports previously occupied by the enemy.

Survey of such Ports to ascertain what plant available and workable.

Choice of suitable quay berths for discharge.

Use of ship's gear for discharge.

Suggested gear and equipment to be taken out in coal carrying vessels, i.e. Iron tipping buckets, skips, iron wheel barrows, hand baskets, shovels etc.

Handling of coal on quays, stacking etc.

Mobile coal handling plant for use in stacking etc.

Sites for stacking.

Separation of qualities in dumps.

Capacity of sites: Coal stows at an average of 46/48 cubic feet to the ton. Approximately one square yard of ground will accommodate one ton at six feet in height.

Beach landing of coal.

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4. RAILWAY PROBLEMS IN AND AROUND THE PORTS, including Preparing consignments for transportation by rail, road and inland waterways.

Making Railway wagons available to receive cargoes of coal.

Consigning and despatching wagons.

Capacity of wagons.

Reservation of sidings for coal for temporary storage and marshalling.

Quick turnround of wagons.

Correct type of wagon for Receivers with special wagon discharging plant.

Keeping separate and making recognisable wagons of different descriptions of coal

Transport of coal by road vehicles.

The use of special cartage sidings.

Transport of coal by inland waterways.

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CIVIL AFFAIRS STAFF CENTRE

Notes on Lecture by Mr. TURNER, M.E.W. CA/P/280

ECONOMIC PROBLEMS OF RE-OCCUPATION

PARTIAL RE-OCCUPATION

I would like to refer to those parts of the blockade machinery which may be necessary after the partial re-occupation of EUROPE.

1. NAVICERT

As the fighting area advances and the administration becomes more free to take care of its own requirements, the question of shipping civilian supplies direct from AMERICA or this country will arise. The requirements of re-occupied territory will change naturally from quarter to quarter and it may be found that a Navicert System will be necessary in order to see that a regular flow of goods reaches overseas countries and that cargoes contain goods of the greatest demand. It may be thought that since the goods will be shipped from Allied territories and the port of destination and the shipping will be under our control, there should not be any great difficulty in preventing the wrong class of goods coming forward. We thought so too at one time, but when similar conditions existed in the Middle East, after the British occupation of PERSIA and IRAQ, the Middle East Supply Centre, which was formed to ensure the supply of essential goods into those countries, found that without the Navicert System valuable deck cargo space was being used to load non-essential goods. The same problem may arise if, after our partial re-occupation of EUROPE, it is found that demands for goods of a relief character, e.g. fuel and foodstuffs, are temporarily replaced by no less urgent demands for manufactured goods.

By referring to Navicerts I am not suggesting that M.E.W. should be responsible for regulating the flow of exports into occupied territories. Indeed, it would probably be fruitless to apply blockade machinery to relief shipments. A possible solution would be the expansion of the present Export Licensing System that exists in AMERICA and this country.

2. LANDCERT OR INLAND TRANSPORT WARRANT

Some machinery may be necessary to see that the surplus of the primary producers is collected inside the boundaries of one administrative area, and all surpluses that may exist after the rations of that area have been agreed and fixed are concentrated within the control of that area and are thereafter shipped to deficient areas. The routing of these goods will require transport and it is important to ensure that the transport which exists within the administrative area and is required for the needs of that area, still remains under your control when it passes outside the

destination and the shipping will be under our control, there should not be any great difficulty in preventing the wrong class of goods coming forward. We thought so too at one time, but when similar conditions existed in the Middle East, after the British occupation of PERSIA and IRAQ, the Middle East Supply Centre, which was formed to ensure the supply of essential goods into those countries, found that without the Navicert System valuable deck cargo space was being used to load non-essential goods. The same problem may arise if, after our partial re-occupation of EUROPE, it is found that demands for goods of a relief character, e.g. fuel and foodstuffs, are temporarily replaced by no less urgent demands for manufactured goods.

By referring to Navicerts I am not suggesting that M.E.W. should be responsible for regulating the flow of imports into occupied territories. Indeed, it would probably be tactless to apply blockade machinery to relief shipments. A possible solution would be the expansion of the present Export Licensing System that exists in AMERICA and this country.

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3. EXPORT LICENSING CONTROL

18.1

When a situation exists where we control part of a frontier, say between FRANCE and SWITZERLAND, the area under our control will become a potential supplier to a neutral country. If it is allowed to trade with that neutral country, you may find that the exports which leave the re-occupied part of FRANCE to SWITZERLAND interfere with the quota agreement which we have made under the ration schedule for SWITZERLAND. It will therefore be necessary to introduce an Export Licensing Control to ensure that the goods being sent out of the re-occupied area are not needed inside that area, and also a form of Landcert to provide a statistical record of the quantity of the goods sent out, so that these can be charged against the importing country's quota and the quantity available

for/.

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for shipment from overseas reduced proportionately. The Certificate of Guarantee would ensure that the goods on arrival will in fact be used for the purpose for which they were ordered.

In certain cases we may have to establish a Nil quota for a neutral country for certain classes of goods that may be produced in one of the contiguous re-occupied areas. A situation may arise where a French industry is producing goods for which there is no demand in this country or in FRANCE, and the imports of which into SWITZERLAND may be restricted or prohibited on blockade grounds. If it is important to keep the industry concerned operating in order to absorb surplus labour, it may be necessary to resort to pre-emptive buying in order to prevent these goods, which may be of value to the enemy's war effort, being purchased illegally in SWITZERLAND for re-export to GERMANY.

PREVENTION OF SMUGGLING

A great deal of smuggling goes on today and it may be necessary to organise the control and searching of travellers. As the blockade tightens, so the price for smuggled goods increases and smuggling will increase proportionately.

SECURITIES

GERMANY has been spending in FRANCE, out of her occupation costs, very considerable sums of money in buying securities on the French Bourse. Many of these securities are in bearer form, and a black market may well grow up in SWITZERLAND for the sale of these confiscated securities in many cases at any price. It is very important from our point of view to see that this traffic is stopped, because in effect, it will mean that the enemy is allowed to accumulate free exchange balances in neutral countries, which can be used to purchase goods which they need there and which are becoming increasingly difficult for them to get owing to their shortage of free exchange. The financial questions involved in re-occupation are far-reaching. There has been a tremendous amount of financial penetration by GERMANY of occupied territories, some of which has been perfectly legal, some of it by methods amounting to confiscation, and it is of extreme importance, particularly to the governments of the countries concerned, to protect the rights of their nationals, and failing that, at least as a measure of future security against GERMANY, to identify those foreign interests where they exist. Although the identification of these funds is primarily a matter for the Allied countries we have an indirect interest in the elimination of Axis interests from European countries, particularly where the acquisition of that interest involves the clandestine export of free exchange from GERMANY. The gold and free exchange balances which are still lying in Axis countries at the end of the war will be available as a partial contribution towards reparations.

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INTELLIGENCE

1. In this period of partial re-occupation we shall be interested in obtaining records of banks, industries and firms in FRANCE. A great number of these French firms are acting as sub-contractors for German munition industries and they will know where deficiencies exist in German manufacturing capacity. This information will prove helpful to our bombing policy.

2. We shall also be interested in information concerning changes in size, design and type of armaments or any shortages which may exist which will affect future German production methods.

3. INFORMATION CONCERNING BLOCKADE RUNNING

FRANCE is the corridor through which German exports to JAPAN are sent. Although we know from reconnaissance quite a lot about blockade runners, our knowledge about cargoes is very sketchy and as they contain vital machinery for the Japanese war effort, we are anxious to discover more precise information about the cargoes which have been sent.

Total/.

Declassified E.O. 12356 Section 3.3/NND No. 785010

TOTAL RE-OCCUPATION EXCLUDING ENEMY TERRITORIES

The most important thing is relief. GERMANY has often said, particularly during recent months, that whatever happens to occupied territories, GERMANY herself will not starve, and that can be taken fairly literally. Not only has she completely ignored the food requirements in occupied territories, but she has also stripped the factories of their tools and plants where they can be adapted for production in GERMANY.

The result is that in a starving EUROPE, GERMANY will be a land of comparative plenty; not necessarily in foodstuffs or in the types of goods one associates with relief, but in such things as fertilizers, artificial textiles, chemicals, aluminium, etc. Many of these goods will be urgently required in the occupied territories where, owing to difficulties in imports from overseas due to a shortage of shipping, they can be readily absorbed. It will be important to introduce the Export Licensing System to direct these surplus goods to areas which need them most, and also to impose an Import Licensing Control to prevent re-armament during the Armistice period.

GERMAN DISARMAMENT

It will be important for the purposes of disarmament that a very accurate analysis be made of the main plants in GERMANY, their exact location, and the raw materials and reserves which they possess.

MANPOWER

This will be a severe economic problem in the re-occupation of GERMANY. Demobilisation of the Army, industries and munitions will throw a great number of men out of work. It will be impossible to absorb them immediately in the production of consumer goods because the raw materials will not be there. Even the rebuilding of damaged houses in GERMANY and occupied countries will not absorb the enormous labour pool. Added to that there will be 5 million foreign workers, prisoners of war, etc. waiting repatriation. Czechs, Poles and Balkan nationals who have been building fortifications round the coasts of EUROPE will all be on the move and very difficult to control. All this will present an immense transport problem.

TRANSPORTATION

GERMAN EUROPE started this war with the average age of locomotives well above standard and has built very few during the war, although she has made a recent drive to increase production. It is unlikely, however, that by the

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TRANSPORTATION

GERMAN EUROPE started this war with the average age of locomotives well above standard and has built very few during the war, although she has made a recent drive to increase production. It is unlikely, however, that by the end of the war, the total number will be anything approaching pre-war standard, and they will require a great deal of maintenance repair work.

GERMANY has used the rolling stock of occupied countries in a completely ruthless way and has taken wagons where she found them, so you will find French wagons on the Eastern Front, Dutch wagons in POLAND, etc.

One of the problems of operating a Central Transport Pool for the purpose of relief will be to ensure that, in sending rolling stock across EUROPE, the wagons and their goods are not taken off en route by their rightful owners. The solution of this problem may involve the introduction of some such administrative machinery as the Landcert and Certificate of Guarantee.

18.0

20 May 43.
AMD.

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CA/P/29 Syllabus of lectures on Contemporary Europe (Economic)

CA/P6/174. The Blockade.

CA/P /342 Information required for Trade and Industries Handbook.

CA/P8/261 Suggested documentation for Trade & Industry Officers proceeding overseas.

CA/P/172 Documents issued by O.E.T.A.

CA/P6/ 1 Address by DG to clarify position of officers.

CA/317 Civil Supply.

CA/P8/195 The Initial Duties of a Trade & Industry Officer in the Field.

CA/P3A/65 Probable duties of the Civil Affairs Staff in connection with Industry, Commerce and Agriculture.

CA/309 Trade & Industry in occupied territory: I. General Considerations

CA/P6/83 Suggested Org of Economics Gp.

CA/310/R1 Trade and Industry in Occupied Territory. II Northern France, Belgium, and Savary Notes.

CA/311/R1 Trade & Industry in Occupied Territory. III. Salvage.

CA/P8/217 Evacuation of Salvage in the Field.

CA/P6/184 Procedure for Planning for Coordination of Imports as revised for Middle East Supply Centre.

CA/185/R1 Co-ordination of Imports.

CIVIL AFFAIRS STAFF CENTRE

CA/348

SYLLABUS OF LECTURES ON THE ECONOMIC STRUCTURE OF EUROPE

by Professor R. Posten

LECTURE I - CONTINENTAL EUROPE AS AN ECONOMIC UNIT

1. Europe's Dependence on Non-European Sources of Supply (1900-1938)

   (a) Food: especially fats and fat producing fodder.
   (b) Minerals: especially non-ferrus metals, petroleum, ferro-alloys.
   (c) Other raw materials: especially rubber, hides and textile staples.

2. Interdependence of Areas within Europe (1900-1938)

   (a) Specialisation of agricultural and industrial regions.
   (b) Interregional movements of complementary products.

3. Effects of War Economy

   (a) German autarky and its instruments: substitutes, synthetic products and economies.
   (b) Integration of economic development under German domination.

4. Post-War Progress

   (a) Probable restention of imports after the war in fields now covered by synthetic products and substitutes.
   (b) Prospects of food.
   (c) Effect of probable industrial developments on:
      (i) European dependence on imports.
      (ii) Regional interdependence.

READING: Clough & Cole, Economic History of Europe (Heath & Co.1941) Chapters XVI-XXV.
World Production of Raw Materials Information Department Papers No. 186. The Royal Institute of International Affairs.
Raw Materials. Do. No.18.

LECTURE II - THE ECONOMIC PROBLEM OF EUROPEAN AGRICULTURE

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3. Effects of War Economy

(a) German autarky and its instruments: substitutes, synthetic products and economies.
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World Production of Raw Materials Information Department Papers No. 196. The Royal Institute of International Affairs.
Raw Materials. Do. No.18.

LECTURE II - THE ECONOMIC PROBLEM OF EUROPEAN AGRICULTURE

1. Agrarian Economy in Pre-War Europe

(a) Rise in total volume of production and decline in relative volume of employment and output.
(b) Geographical basis of agrarian economy.
(c) Maldistribution of factors of production as a cause of agrarian economy.
(d) Political re-inforcements of agriculture.

2. Large Unit v Small Unit

(a) Explanations of concentration of production before 1880.
(b) Survival of small units, in 1938 due to:-
(i) Political action: agriculture protection and agrarian reform.
(ii) Relative advantages of small units.
(iii) Social inertia of peasant economy.
(c) Rural overpopulation (see also Lecture IV)

3/

Declassified E.O. 12356 Section 3.3/NND No. 787019

3. Effects of German Domination

(a) Place of agriculture in New Order: theory and practice.
(b) Peasant economy v large estate: theory and practice.
(c) Possible trends after the war.

June 43
MD

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Declassified E.O. 12356 Section 3.3/NND No. 785016

Dr. Carl Winston-Smith

CIA-RDP96-00789R003100010001-7

OUTLINE OF LECTURES ON CONTEMPORARY ECONOMIC PROBLEMS

Dr. Carl Winston-Smith

1. Europe in 1929 - Zenith Atmosphere

   Europe's natural resources and their distribution - Europe's population and capital/manpower - the progress of industrialization up to 1914 - the effects of industrial specialization up to 1929 - the world war - The economic position of the main countries in the world at the end of the decade.

2. Europe in 1930 - Trade

   Europe's place in world trade - different degrees of dependence on it in different countries - the economic effects of the war materials and the change in Europe's position - the effects of the first control schemes - the revolutionary effects of the balance of payments.

3. The Depression

   Extra-European causes for the special severity of the depression - the Central European position - the effects of the banking and collapse of central markets in Eastern Europe - the delayed depression in Europe - its causes in the failure of trade-controls.

4. Recovery, Politics and Rearmament

   Controlled expansion in Germany - its size, Exports and international trade - the Eastern Europe - adjustments in smaller western countries - Autarchy.

5. Economic Articulation

   Lecture to be given by Sir Alan Arnold

6. The New European Settlement - Problems of International Trade

   The outlook and current views on international trade - the Ottawa Conference - the new conditions - the new tariffs - the quotas - the new trade agreements - the new trade blocs - the new currency blocs - the new bilateralism - the new barriers - the new controls - the new trade organizations - the new trade policies - the new trade prospects.

balance of payments.

3. The Depression

Extra-European reasons for the special severity of the depression - the Central European position - the internal barriers and collapse of external markets in Eastern Europe - the delayed depression in France - the cumulative increase of trade-barriers.

4. Recovery Policies and Readjustments

Controlled expansion in Germany - the Blue Experiment - industrialisation in Eastern Europe - adjustments in the smaller Eastern countries - Autarky.

5. European Agriculture

Lecture to be given by Sir John Russell

6. The New European Pattern and Systems of International Trade

The origins and characterisation of bilateralism - the Schacht-plan policy and its consequences - its results if generalised - the new trade-pattern of Europe.

7. The Results of the War and German Occupation - I

The German long-term plans - developments in accordance with them.

8. The Results of the War and German Occupation - II

Modifications of the long-term plans due to war needs - first phase, June 1940 - August 1941 ; second phase, since August 1941 - Summary of probable net effects on the European economy.

15.5

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Lt Col Hartley-Smith

CIVIL AFFAIRS STAFF CENTRE. CA/P8/174.

STUDY GROUP 23A.

PRECIS OF LECTURE 3"

H. ABRAHAMS ESQ OF MEN

ON

THE BLOCKADE

THE BLOCKADE.
(omitting the effect on the enemy).

Very different from last war. Blockade is now called Economic Warfare: but the two are quite different. 3 methods for carrying out EW:-

Legislative action - Trading with Enemy Legislation. An offence for any Br subject in UK to carry on any trade with the enemy, but the latter referring to location rather than to nationality. An Englishman in GERMANY is an enemy under this idea.
Any part of the world may be declared enemy territory at will, by means of a Statutory List. This widens ops enormously.

Export licences: Nobody may export anything without a licence. (With modifications at times).

Diplomatic action - The enemy must be attacked in neutral countries. Trade agreements were negotiated with certain neutrals before war started: the basis was not to supply GERMANY with more materials than she had imported from these countries in 1938.

War Trade Lists (Black Lists): persons in neutral countries whose names it is not desired to publish in the Statutory List. Useful for watching undesirables who may apply for navicerts.

Military action - direct action, bombing. Very close co-operation between Services and MEW in choosing targets related to the economic position.

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Military action - direct action, bombing. Very close co-operation between Services and MEW in choosing targets related to the economic position.

International law is a code: but it has no sanction (public opinion, armed force, etc.) behind it. Put it limits our actions since we abide by it, especially in regard to neutrals' rights. Also it is exceedingly difficult to make out exactly what is and what is not contraband: so now we say that everything, except red cups and tobacco, is contraband.

1937

Contraband on a neutral ship may be seized, but this must be done through a Prize Court.

Conversely, no goods must be allowed to get out of enemy territory. So the manifests of neutral ships detained by the Navy were sent to LONDON for examination and determination of which goods should go before the Prize Court for seizure. The LONDON body was the Contraband Committee. Manifests would be looked at both from Black List and statistical angle. All this led to expensive, lengthy and contentious hold-up of ships. This led to the Navicert System.

Navicerts were documents voluntarily used by the neutral to avoid these hold-ups: issued by our Consuls at port of export after permission given by MEW, who see the particulars of the cargo beforehand.

Navicerts/

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Navicerts do NOT bind us to let goods through if something is later discovered.

A Certificate of Origin is the converse of a navicert, for use by our own people.

Export Passes were invented to make an exception in cases where neutrals had already paid for German goods.

All the above worked until the collapse of FRANCE, when we lost effective control of the CHANNEL.

Aug 1940. Compulsory Navicert system. All goods in neutral ships, not navicerted would be assumed, prima facie, to be contraband.

The ship's navicert asserted that all goods on board had been navicerted and acted as a passport. A bluff, but it worked.

Rationing for neutral countries (Summer 1940) was instituted by us, on the basis of what was previously required for working each country, regardless of what the country did with such rations.

But the Black Lists are still used: and each problem is regarded as a separate one.

German & Japanese Interchanges. The stoppage of this depends on the destruction of blockade-runners.

USA has a Board of Economic Warfare, with reps in London. Very close co-operation.

10 Apr 43,
JLM.

J.S.E.T.

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CA/B/242

TRADE & INDUSTRY STUDY No. 1.

INFORMATION REQUIRED FOR TRADE AND INDUSTRIAL HANDBOOK.

Part I - General

1. C.A. Organisation - a. Organisation Table, by fums.
b. W.E., by fums.
c. Notes on general functions of each Gp.
d. CCAO's standing orders.

2. Notes on functions of Staff in General (e.g. an abridgement of Pamphlet 13, F.O.F.)

3. Notes on the functions of Trade and Industry Office.
a. In general.
b. By categories, i.e. CTIO, DTI, A/TO, etc.

Part II - Specific (i.e. relating to any one country or region).

1. Bibliography

Index showing sources of supply & publishers.
a. Appropriate Standard Dictionary.
b. Appropriate Technical Dictionary.
c. Technical Dictionary: English - German / German - English (with latest technical terms now in use).
d. Appropriate Year Book.
e. Directory of Directors.
f. Commercial Directory.
g. Balance Sheets of important industrial concerns, with list of principal share-holders.

2. Cartography - a. Appropriate General Maps.
b. Appropriate Industrial Maps.
c. Appropriate Raw Materials Maps.
d. Appropriate Grid Maps, showing power stations, and showing whether hydro-electric or thermal.
e. Appropriate map showing roads, railways and canals, and with principal ports inset in detail with plans.
f. Appropriate hydrographic maps.

3. Economic Survey - General data to include natural resources, industries, power plants, etc., together with the latest information as to current state of development. This Chapter should include tables of weights and measures and their table for conversion into English standards.

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1. Bibliography

Index showing sources of supply & publishers.

a. Appropriate Standard Dictionary.
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c. Appropriate Raw Materials Maps.
d. Appropriate Grid Maps, showing power stations, and showing whether hydro-electric or thermal.
e. Appropriate map showing roads, railways and canals, and with principal ports inset in detail with plans.
f. Appropriate hydrographic maps.

3. Statistic Survey - General data to include natural resources, industries, power plants, etc., together with the latest information as to current state of demolition. This Chapter should include tables of weights and measures and their table for conversion into English standards.

4. Memorandum showing substance of the appropriate regions' latest trade agreements under the New Order.

5. Survey of the following organisations:- Bank
Bank
Mitbal
Wirtschaftsgruppe
Arbeitsfront
Local Chambers of Industry and Commerce or their regional equivalents, (e.g. in Italy Syndical Associations of Industry and Consigli provinciali di Economia.)

1836

6. List of names and addresses of senior officials in the above organisations down to local representatives where known, also their collaborationist tendencies.

7. Survey of labour resources, including latest known movements of population and giving normal wage rates and current rates, normal hours of work and present conditions.

8. Trade Journals - List giving titles, publishers, owners and circulation of journal where known.

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[illegible] - a. Currency. Rates of Exchange, Restrictions.
b. Prevailing System of Imports and Export Licences.
c. Commercial Banking, approximate [illegible] and their sympathies where known.
d. Prewar methods of conducting business, both large and small scale, and official bodies concerned therein.
e. Normal Commercial Transfers, i.e. Cheques, Postal Cheques, Bills of Exchange, etc.

10. Standard of Living -
a. Normal
b. Current, including ration scales.

11. Survey of Current Political Background for countries in regional district.

28 Apr 43,
[illegible]

J.S.S.I.

Declassified E.O. 12356 Section 3.3/NND No. 785016

CIVIL AFFAIRS STAFF CENTRE CA/T&I/261.

TRADE & INDUSTRY GROUP

Suggested documentation for Trade & Industry Officers proceeding overseas

The following list has been prepared for CA Offrs of Trade & Industry Group to have before proceeding overseas:-

a) CCAO's Instructions and Standing Orders.

b) GHCs for BEF.

c) Industrial surveys by Departments.

d) A complete set of maps - 1:2 50,000.

e) Special maps, if available, of electrical grid, census, geology, agriculture, etc.

f) Technical Dictionary.

g) A "Year Book" or equivalent publication.

h) "Pilot-Bottin" of Region in which likely to operate.

i) MID Handbook.

j) Information re TOUT and MICHEL org in Region.

k) Information re system of rationing in force.

l) Information re present local administrative "set up" with names of officials where available.

m) Copy of German proclamations issued at different times in region affecting community's economic life.

n) List from M.I. re "doubtful" and "safe" people.

o) List, quantities and time of shipment of commodities to be made available for civilian distribution.

d) A complete set of maps - 1:2 50,000.

e) Special maps, if available, of electrical grid, coune, geology, agriculture, etc.

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m) Copy of German proclamations issued at different times in region affecting community's economic life.

n) List from M.I. re "doubtful" and "safe" people.

o) List, quantities and time of shipment of commodities to be made available for civilian distribution.

p) Priority list for restarting industries.

q) List of manufactured commodities required by M of WT or M of S for export from Region.

r) Information re proposed committees on which the function would necessarily be represented.

s) Pro forma for applications for stores and supplies as agreed with other departments.

1855
J.S.S.T.

6 May 43.

EL

Declassified E.O. 12356 Section 3.3/NND No. 787016

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Re Col Handley-Taylor

CA/P/172

CIVIL AFFAIRS STAFF CENTRE

TRADE AND INDUSTRY GROUP 23A

DOCUMENTS ISSUED BY C.A.S.C.

Attached herewith are copies of documents issued by CSTC in connection with:-

(A) Requisition of Tyres
(B) Control of Prices
(C) Trading with the Enemy

which are of interest as some indication of the type and form of proclamation etc which will be used in occupied territory in EUROPE.

J.S.E.T.

9 Apr 43
DFB

Declassified E.O. 12356 Section 3.3/NND No. 785016

APPX "A" to CA/P/172.

NOTICE

All persons in possession (actual or constructive) of :-

TYRES & INNER TUBES UNUSED or ON UNLICENCED CARS

must make a declaration in duplicate stating sizes and conditions of the same to the Requisition Officer (Palazzo A.M.G.O.) within seven days of the date of publication of this notice in the daily press and Eritrean Gazette.

All persons are hereby further informed that they may not dispose of any of the goods hereinbefore referred to unless and until prior consent to do so in writing signed by the Chief Requisition Officer has been had and obtained.

Attention is directed to Article 3 (9) of Proclamation No. 3 and any infringement of the above Order will be severely dealt with.

Central Requisition Office
H.Q. ERITREA Area.

T. HUDLY CHRISTIE
MAJOR
CHIEF REQUISITION OFFICER

ASMARA 23 April 1942.

10 Apr 43
JH

Declassified E.O. 12356 Section 3.3/NND No. 785016

ANEX "B" to CA/P/172

Extract from Eritrean Gazette N.26 dated 15th September, 1942.

PROCLAMATION

No. 33 of 1942 (ERITREA)

CONTROL OF PRICES

WHEREAS it is necessary to control the maximum wholesale and retail prices which may be charged for certain goods in respect to which no price has been fixed and published under the Fixed Prices Proclamation No. 17 of 1941 and which are available for sale and purchase in ERITREA.

NOW THEREFORE, it is proclaimed by the Military Administrator as follows:-

Short Title 1. - This Proclamation may be cited as the Control of Prices Proclamation No. 33 of 1942.

Interpretation. 2. - In this Proclamation unless the context otherwise requires, the expression:-

"Properly authenticated invoice" means an invoice or document granted by any person selling goods to any person purchasing goods showing the description, quantity and price of such goods, duly signed by the person selling;

"Purchase price" means the price as shown by a properly authenticated invoice at which any goods were sold by one person to another.

"Importer" means any person who buys goods outside ERITREA for sale, use or consumption inside ERITREA.

"Wholesaler" means a trader who sells goods in wholesale quantity to a retailer or a manufacturer or to His Britannic Majesty's Forces or those of his Allies or any recognised Government Contractor.

"Consumer" means any person, firm or company, including His Britannic Majesty's Forces or those of his Allies or any recognised Government Contractor who purchases or offers to purchase goods for his or its own use or consumption and not for re-sale.

Maximum prices of goods imported into ERITREA. 3. - (1) All goods specified in the Schedule hereto imported into ERITREA, shall when sold, not be sold by:-

(a) an importer, at a selling price exceeding the price paid

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Interpretation. 2. - In this Proclamation unless the context otherwise requires, the expression:-

"Properly authenticated invoice" means an invoice or document granted by any person selling goods to any person purchasing goods showing the description, quantity and price of such goods, duly signed by the person selling;

"Purchase price" means the price as shown by a properly authenticated invoice at which any goods were sold by one person to another.

"Importer" means any person who buys goods outside ERITREA for sale, use or consumption inside ERITREA.

"Wholesaler" means a trader who sells goods in wholesale quantity to a retailer or a manufacturer or to His Britannic Majesty's Forces or those of his Allies or any recognised Government Contractor.

"Consumer" means any person, firm or company, including His Britannic Majesty's Forces or those of his Allies or any recognised Government Contractor who purchases or offers to purchase goods for his or its own use or consumption and not for re-sale.

Maximum prices of goods imported into ERITREA.

3. - (1) All goods specified in the Schedule hereto imported into ERITREA, shall when sold, not be sold by:-

(a) An importer, at a selling price exceeding the price paid by him for the goods as shown by a properly authenticated invoice together with the import. Customs freight and insurance charges properly appointed and an additional amount not exceeding fifteen (15%) per centum of his purchase price.

(b) A wholesaler at a selling price exceeding the importer's selling price as shown by a properly authenticated invoice together with the actual cost of transport and an additional amount not exceeding twelve (12%) per centum of the importer's selling price. 18.5

(c) A retailer to a consumer at a selling price exceeding the wholesaler's selling price as shown by a properly authenticated invoice together with the actual cost of transport and an additional amount not exceeding fifty (50%) per centum of the wholesaler's selling price.

/(2)

(2) For the purposes of this Article, any selling price which is expressed in any currency other than the currency in which the goods concerned were purchased, shall be computed by converting the last-mentioned currency into the first-mentioned currency at the rate of exchange set forth in the Schedule to the Currency Proclamation No.19 of 1942, relevant thereto.

Maximum prices of goods manufactured or produced in ERITREA.

4.- (1) All goods specified in the Schedule hereto produced or manufactured in ERITREA shall when sold, not be sold by :-

(a) A wholesaler at a selling price exceeding the manufacturer's or producer's price together with the actual cost of transport and an additional amount not exceeding twelve (12%) per centum of the manufacturer's or producer's selling price.

(b) A retailer at a selling price exceeding the wholesaler's selling price together with the actual cost of transport and an additional amount not exceeding fifty (50%) per centum of the wholesaler's selling price.

(2) For the purposes of this Article, any selling price (other than manufacturer's or producer's selling price) which is expressed in any currency other than the currency in which the goods concerned were purchased, shall be computed by converting the last-mentioned currency into the first-mentioned currency at the rate of exchange set forth in the Schedule to the Currency Proclamation No.19 of 1942, relevant thereto.

Provision in respect of goods imported before 1st day of April 1942.

5.- For the purposes of applying the provisions of Article 3 hereof to goods imported into ERITREA prior to the 1st day of April 1941, all amounts paid in Lira currency prior to that date in respect of purchase price or other charges referred to in the said Article 3 may be multiplied by four point eight (4.8) or converted to East African currency

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or producer's selling price.

(b) A retailer at a selling price exceeding the wholesaler's selling price together with the actual cost of transport and an additional amount not exceeding fifty (50%) per centum of the wholesaler's selling price.

(2) For the purposes of this Article, any selling price (other than manufacturer's or producer's selling price) which is expressed in any currency other than the currency in which the goods concerned were purchased, shall be computed by converting the last-mentioned currency into the first-mentioned currency at the rate of exchange set forth in the Schedule to the Currency Proclamation No.19 of 1942, relevant thereto.

Provision in respect of goods imported before 1st day of April 1942.

5.- For the purposes of applying the provisions of Article 3 hereof to goods imported into ERITREA prior to the 1st day of April 1941, all amounts paid in lire currency prior to that date in respect of purchase price or other charges referred to in the said Article 3 may be multiplied by four point eight (4.8) or converted to East African currency as the case may be, at the rate of one hundred (100) lire to twenty (20) shillings.

Price of goods in respect to which no invoice exists.

6.- Where any goods are held for sale by any importers, wholesalers or retailers in respect to which the holder for the time being is unable to produce any properly authenticated invoice or other satisfactory documentary proof of the price at which he acquired the goods or the value thereof, the officer for the time being exercising the functions of Trade Commissioner, O.E.T.A. ERITREA, shall have power to determine the price at which such goods shall be sold, always taking into account the profits prescribed in Articles 3 and 4 thereof.

/7.-

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Books to be kept

7. - All importers, wholesalers and retailers will compile and keep a register of charge and discharge in respect to all goods acquired or held by them and make daily entries therein of all their transactions, without omission, erasure or cancellation. Each register may, from time to time, be inspected, stamped and approved by the Trade Commissioner or any person duly authorised by him in that behalf.

Power to make rules and regulations.

8. - The Military Administrator, or any officer to whom he may delegate this power, may make rules and regulations by Notice in writing under his hand to be published in the Eritrean Gazette for carrying the provisions of Article 7 of this Proclamation into effect.

Offence to refuse to sell goods

9. - Any importer, wholesaler or retailer carrying on a business in the course of which goods of any description are normally sold and who has in his possession a stock of such goods, who refuses to sell such goods upon tender of immediate payment of the appropriate maximum price fixed therefor in this Proclamation shall be guilty of an offence and on conviction shall be liable to the penalties prescribed in Article 12 hereof.

Hoarding and Monopolising goods

10. - Any person in ERITREA who buys up, monopolises, hoards, diverts from the normal trade channels or in any other way withholds from normal use or consumption by the public any raw materials, foodstuffs or manufactured goods of any kind either produced or held by him in excess of those quantities reasonably required for his legitimate trade or personal use shall be guilty of an offence and on conviction shall be liable to the penalties prescribed in Article 12 hereof.

Offence to buy above maximum price.

11. - Any person who knowingly purchases from any importer, manufacturer, producer, wholesaler or retailer any goods in respect to which a maximum price has been fixed under this Proclamation or under the fixed Price Proclamation No.17 of 1942 at a price in excess of such maximum price shall be guilty of an offence and on conviction shall be liable to the penalties prescribed in Article 12 hereof.

Penalties

12. - Any person or persons contravening or failing to comply with any provisions of this Proclamation or of any regulations or instructions which may be issued hereunder

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price fixed thereof on this Proclamation shall be guilty of an offence and on conviction shall be liable to the penalties prescribed in Article 12 hereof.

Hoarding and Monopolising goods

10. - Any person in ERITREA who buys up, monopolises, hoards, diverts from the normal trade channels or in any other way withholds from normal use or consumption by the public any raw materials, foodstuffs or manufactured goods of any kind either produced or held by him in excess of those quantities reasonably required for his legitimate trade or personal use shall be guilty of an offence and on conviction shall be liable to the penalties prescribed in Article 12 hereof.

Offence to buy above maximum price.

11. - Any person who knowingly purchases from any importer, manufacturer, producer, wholesaler or retailer any goods in respect to which a maximum price has been fixed under this Proclamation or under the Fixed Price Proclamation No.17 of 1941 at a price in excess of such maximum price shall be guilty of an offence and on conviction shall be liable to the penalties prescribed in Article 12 hereof.

Penalties

12. - Any person or persons contravening or failing to comply with any provisions of this Proclamation or of any regulations or instructions which may be issued hereunder shall be guilty of an offence and shall be liable on conviction to a fine not exceeding ten thousand (10,000) shillings or to imprisonment for a period not exceeding eighteen (18) months or to both such fine and such imprisonment and the Court may order the confiscation of the goods sold or offered for sale which form the subject of the charge of contravening this Proclamation. In addition the Court may in its discretion order that the trading license or Police License, as the case may be, of any person or persons convicted of contravening any of the provisions of this Proclamation shall be cancelled or suspended for such periods as the Court may deem it.

1852

Compensation to purchaser.

13. - In any case in which a person is convicted of an offence against this Proclamation the Court may in the case of an innocent purchaser order that there shall be paid to such purchaser of the goods forming the subject matter of the offence out of any fine imposed, if recovered, a sum equal to the excess price paid by such purchaser to the person so convicted.

14/

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Prices fixed under Proclamation No.17 to obtain.

14. - Nothing in this Proclamation shall in any way alter or amend the prices of those essential foodstuffs and other goods which have been or will be fixed by any lists published or to be published under the Fixed Prices Proclamation No.17 of 1941.

Power to extend

15. - The Military Administrator is empowered from time to time by Notice in writing under his hand to be published in the Eritrean Gazette to add to, deduct from, modify or vary the Schedule hereto and to amend or vary the percentages prescribed in Articles 3 and 4 hereof.

Suspension of Italian Laws

16. - The following Italian laws and any other Italian Law, decree or other legal enactment inconsistent or incompatible with the provision of this Proclamation, are hereby suspended:-

(1) Decree G.G. 8th December 1936 No.142 instituting a Central Committee to regulate prices.

(2) D.G. 30th October 1937 No.32929, Rules for the application of the price lists compiled by the Vigilance Committee.

(3) R.D. 13th June 1940 No.1214 penal sanctions for hoarding commodities and raw materials.

S C H E D U L E

All articles of food and drink

All cloth and articles of apparel and articles appertaining to apparel, including boots and shoes.

All furniture, soft furnishing and all household articles (decorative or utilitarian),

All office equipment and articles appertaining thereto,

All types of fuel,

All medical and pharmaceutical goods,

All vehicles, including motor, foot or pedal vehicles and animal traction vehicles

All spare parts for vehicles, and all forms of harness or parts thereof.

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(5) R.D. 15th June 1940 No.1214 penal sanctions for hoarding commodities and raw materials.

S C H E D U L E

All articles of food and drink

All cloth and articles of apparel and articles appertaining to apparel, including boots and shoes.

All furniture, soft furnishing and all household articles (decorative or utilitarian),

All office equipment and articles appertaining thereto,

All types of fuel,

All medical and pharmaceutical goods,

All vehicles, including motor, foot or pedal vehicles and animal traction vehicles

All spare parts for vehicles, and all forms of harness or parts thereof,

All papers or cardboard articles of any kind whatsoever,

All printed and photographic matter

All leather articles,

All industrial machinery, tools, plant and equipment and parts thereof,

All material for construction,

All toilet articles,

All agricultural implements or parts thereof, and agricultural machinery.

Writing materials,

Toys,

All/

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All glass and chinaware,

All electrical goods and parts pertaining thereto.

All musical instruments, gramophones, records and parts pertaining thereto,

All articles of sport,

All road railway and hydraulic materials,

All utility watches and clocks (when the value of the precious metals and/or precious stones exceeds 60% of the total value of the watch or clock such shall not be considered a utility watch or clock)

Given under my hand at ASMARA
this 7th day of September 1942

STEPHEN H. LONGRIGG
Brigadier.
Military Administrator ERITREA

9 Apr 43
MD

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Declassified E.O. 12356 Section 3.3/NND No. 785016

APPX "C" to CA/P/172

P R O C L A M A T I O N

No. 8 of 1942
(ERITREA)

TRADING WITH THE ENEMY

It is hereby PROCLAIMED by the MILITARY ADMINISTRATOR of ERITREA as follows:-

Short Title 1. This Proclamation may be cited as the Trading with the Enemy Proclamation 1942.

Trading with the enemy. 2. (1) It is an offence, punishable by imprisonment for a term not exceeding five years or by a fine not exceeding ten thousand East African Shillings, or by both such imprisonment and such fine, for any person within the Italian Colony of ERITREA to have any economic or other intercourse with any person in any place, the result of which would be directly or indirectly to benefit any State with which His Britannic Majesty is at war.

(2) In particular, and without prejudice to the generality of the provisions of sub-article (1), it is an offence to export or import any goods or property or money to or from, or to communicate directly or indirectly with, any person who is an enemy as hereinafter defined.

(3) Notwithstanding the provisions of sub-articles (1) and (2) a person shall not be deemed to have traded with the enemy by reason only that he has done anything under an authority given generally or specially by, or by any person authorised in that behalf by, the Military Administrator.

(4) In addition to the penalties specified in sub-article (1) the Court may order that any goods or money in respect of which the offence has been committed shall be forfeited to the British

any person within the Italian Colony of ERITREA to have any economic or other intercourse with any person in any place, the result of which would be directly or indirectly to benefit any State with which His Britannic Majesty is at war.

(2) In particular, and without prejudice to the generality of the provisions of sub-article (1), it is an offence to export or import any goods or property or money to or from, or to communicate directly or indirectly with, any person who is an enemy as hereinafter defined.

(3) Notwithstanding the provisions of sub-articles (1) and (2) a person shall not be deemed to have traded with the enemy by reason only that he has done anything under an authority given generally or specially by, or by any person authorised in that behalf by, the Military Administrator.

(4) In addition to the penalties specified in sub-article (1) the Court may order that any goods or money in respect of which the offence has been committed shall be forfeited to the British Administration of Eritrea.

Definition of enemy and enemy territory

3. (1) The expression "enemy" for the purpose of this Proclamation means:-

(a) any person resident or carrying on business in enemy territory;

(b) any body of persons incorporated in, or controlled from, enemy territory (except branches of any such body of persons continuing to operate within ERITREA); or

(c) any person or body of persons specified as an enemy in a list deposited at the office of the Trade Commissioner in ASMARA which list may be inspected free of charge by members of the public at any time during the usual office hours;

but does not include any individual by reason only that he possesses the nationality of a State at war with His Britannic Majesty.

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(2) For the purposes hereof it is as much an offence to deal with any person acting on behalf of any enemy as to deal with an enemy.

(3) For the purposes of this Proclamation the expression "enemy territory" means any territory in any part of the world which is under the sovereignty of, or in the occupation of, any Power with whom His Britannic Majesty is at war, other than territory for the time being in the occupation of His Britannic Majesty or a Power allied with His Britannic Majesty, and any other territory which the Military Administrator may by Notice declare to be under the control of any Power with which His Britannic Majesty is at war. The certificate of the Military Administrator is conclusive on the question whether any territory is occupied by any Power within the meaning of this provision.

Inspection of businesses

4. (1) The Military Administrator, if he thinks it expedient for discovering or preventing any breach of Article 2 of this Proclamation so to do, may by written order authorise a specified person (hereinafter referred to as "an inspector") to inspect any books or documents belonging to, or under the control of, any person named in the order, and to require that person and any other person to give such information in his possession with respect to any business carried on by the said person as the inspector may demand and for the purposes aforesaid to enter on any premises used for the purposes of that business.

(2) If any person, without reasonable cause, fails to produce for inspection, or furnish, to an inspector any document or information which he is duly requested so to produce or furnish, that person shall be guilty of an offence and on conviction shall be liable to imprisonment for a term not exceeding twelve months or to a fine not exceeding two thousand East African Shillings or to both imprisonment and such fine.

(3) If any person, with intent to evade the provisions of this Article, destroys, mutilates,

Declassified E.O. 12356 Section 3.3/NND No. 785016

provision.

Inspection of businesses

4. (1) The Military Administrator, if he thinks it expedient for discovering or preventing any breach of Article 2 of this Proclamation so to do, may by written order authorise a specified person (hereinafter referred to as "an inspector") to inspect any books or documents belonging to, or under the control of, any person named in the order, and to require that person and any other person to give such information in his possession with respect to any business carried on by the named person as the inspector may demand and for the purposes aforesaid to enter on any premises used for the purposes of that business.

(2) If any person, without reasonable cause, fails to produce for inspection, or furnish, to an inspector any document or information which he is duly requested so to produce or furnish, that person shall be guilty of an offence and on conviction shall be liable to imprisonment for a term not exceeding twelve months or to a fine not exceeding two thousand East African Shillings or to both imprisonment and such fine.

(3) If any person, with intent to evade the provisions of this Article, destroys, mutilates, or defaces any book or other document which an inspector is or may be authorised under this Article to inspect, that person shall be guilty of an offence and on conviction shall be liable to imprisonment for a term not exceeding twelve months or to a fine not exceeding two thousand East African Shillings or to both such imprisonment and such fine.

Power to prohibit business being carried on

5. (1) If on a report made under Article 4 hereof by an inspector on any business, or if in any other manner, the Military Administrator is satisfied that such business is being carried on, or preparations have been, or are being made to carry on such business, contrary to the provisions of Article 2, the Military Administrator may make an

/order

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order prohibiting such business from being carried on.

(2) If any person contravenes or fails to comply with any such order he shall be guilty of an offence and liable to the penalties prescribed by sub-articles (1) and (4) of Article 2 hereof.

( ) Given under my hand at ASMARA this 23rd day of March 1942.

B. KENNEDY COOKE

Brigadier

Military Administrator, ERITREA.

10 Apr 43
JM

APPX "C" to CA/P/172

NOTICE

TRADING WITH THE ENEMY

It is hereby notified that the following territories are "enemy territory" within the meaning of the Trading with the Enemy Proclamation, 1942.

(1) GERMANY, ITALY and JAPAN.
(2) AUSTRIA.
(3) The Protectorate of BOHEMIA and MORAVIA, SLOVAKIA and the Free City of DANZIG.
(4) The Kingdom of DENMARK, excluding GREENLAND, ICELAND and the Faroe Islands.
(5) POLAND.
(6) NORWAY.
(7) (i) Those parts of Metropolitan FRANCE occupied by GERMANY in accordance with the terms of the Franco-German Armistice of the 22nd day of June, 1940.
(ii) Those parts of Metropolitan FRANCE which are not included in (i).
(8) ALGERIA.
(9) The French Zone of MOROCCO.
(10) TUNISIA.
(11) FRENCH SOMALILAND.
(12) MONACO.
(13) The Kingdom of BELGIUM, excluding the BELGIAN CONGO and the Mandated Territory of RUANDA-URUNDI.
(14) The Kingdom of the NETHERLANDS, excluding the NETHERLANDS Dependencies.
(15) ALBANIA, the DODECANESE and the Italian possessions in NORTH AFRICA.
(16) The BALTIC STATES.
(17) Parts of SOVIET RUSSIA now in enemy occupation.
(18) The Grand Duchy of LUXEMBURG.
(19) ROUMANIA.
(20) BULGARIA.
(21) HUNGARY.
(22) YUGO-SLAVIA.
(23) GREECE, including CRETE and the Greek Islands in enemy occupation.

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(4) The Kingdom of DENMARK, [illegible]
Islands.
(5) POLAND.
(6) NORWAY.
(7) (i) Those parts of Metropolitan FRANCE occupied by GERMANY in accordance with the terms of the Franco-German Armistice of the 22nd day of June, 1940.
(ii) Those parts of Metropolitan FRANCE which are not included in (i).
(8) ALGERIA.
(9) The French Zone of MOROCCO.
(10) TUNISIA.
(11) FRENCH SOMALILAND.
(12) MONACO.
(13) The Kingdom of BELGIUM, excluding the BELGIAN CONGO and the Mandated Territory of RUANDA-URUNDI.
(14) The Kingdom of the NETHERLANDS, excluding the NETHERLANDS Dependencies.
(15) JAPAN., the DODECANESE and the Italian possessions in NORTH AFRICA.
(16) The BALTIC STATES.
(17) Parts of SOVIET RUSSIA now in enemy occupation.
(18) The Grand Duchy of LUXEMBURG.
(19) ROUMANIA.
(20) BULGARIA.
(21) HUNGARY.
(22) YUGO-SLAVIA.
(23) GREECE, including CRETE and the Greek Islands in enemy occupation.
(24) CHANNEL ISLANDS.
(25) FINLAND.
(26) Japanese occupied CHINA including MANCHUKUO, the whole coast of CHINA and the International Settlement and the French concession at SHANGHAI, but excluding MACAO.
(27) HONG-KONG.
(28) INDO-CHINA.
(29) The Kingdom of SIAM (THAILAND).

18-5

Given under my hand at ASMARA
this 28th day of March 1943.

B. KENNEDY COOKE
Brigadier
Military Administrator, Eritrea.

10 Apr 43
AG.

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CIVIL AFFAIRS STAFF CENTRE

CA/PS/81.

TRADE AND INDUSTRY GROUP 23A.

MEETING NO. 1 MARCH 19th.

ADDRESS BY DS TO CLARIFY POSITION OF OFFICERS

IN TRADE AND INDUSTRY GROUP

A. Mr. Key's lecture considered as representing official view to date. DS's personal view that our gp is from a long term view, one of the most important, as from his own experience, Chief Political Adviser of Madagascar Op devoted a maj portion of his time to trade and industrial matters. Essential to est cordial relations with reps of the respective branches of the regular army, and we will depend on them for our efficacy. Our students "specialised specialists" but have to work under mil regime. Not necessarily handicap in the ft to come under finance. Offrs of our specialised knowledge urgently needed under modern war conditions. Purpose of course is to give gen background and specialist studies should be continued after leaving here.

B. 3 main op phases, viz.-

(a) Original ops. Our presence doubtful.
(b) When br head extends up to 100 miles in depth.
(c) When fighting line has been well adv and there is a serious amount of territory in British hands.

It will be in phase (c) that our most useful work will probably be done.

C. Armies' main requirements, in which we can play serious part:-

(a) Food and provisioning.
(b) Mobility, tpt, etc.
(c) Labour
(d) A secure rear.

(a) FOOD.

Production from the earth is first to revive and can be carried on by child or female labour. Set of markets, coord of sup, bulk purchases, control of prices definitely our task. Essential to ascertain as rapidly as possible prices of local produce current before occupation and make survey and prepare a schedule of local possibilities. Prepare report on minimum requirements of seeds, fertilisers, agricultural machinery, bearing in mind the shortage of shipping sups. More economical to ship seeds

to give gen background and spec[illegible]
after leaving here.

B. 3 main op phases, viz.-

(a) Original ops. Our presence doubtful.
(b) When br hand extends up to 100 miles in depth.
(c) When fighting line has been well adv and there is a serious amount of territory in British hands.

It will be in phase (c) that our most useful work will probably be done.

C. Armies' main requirements, in which we can play serious part:-

(a) Food and provisioning.
(b) Mobility, tpt, etc.
(c) Labour
(d) A secure rear.

(a) FOOD.

Production from the earth is first to revive and can be carried on by child or female labour. Set of markets, coord of sup, bulk purchases, control of prices definitely our task. Essential to ascertain as rapidly as possible prices of local produce current before occupation and take survey and prepare a schedule of local possibilities. Prepare report on minimum requirments of seeds, fertilisers, agricultural machinery, bearing in mind the shortage of shipping sups. More economical to ship seeds than to be forced to make bulk imports of food to starving civilian population.

(b) MOBILITY

Immediate survey required of local quarries, forests and potential timber supplies. These particulars can probably be obtained from local authority (Burgomaster, Mayor, local Chamber of Com[illegible]

1857

(c) LABOUR

Inevitable great shortage. Probably dealt with by Chief Civil Labour Offr, but we must be prepared to deal with such matters. Our priority for labour low. Backing behind requirements of mil and local authorities for urgent reconstruction work. Possibility of supplies of coloured labour from British and French possessions overseas. PW labour unlikely.

(d) SECURE REAR

Friendly civil population serious contribution to success of op.

/Most

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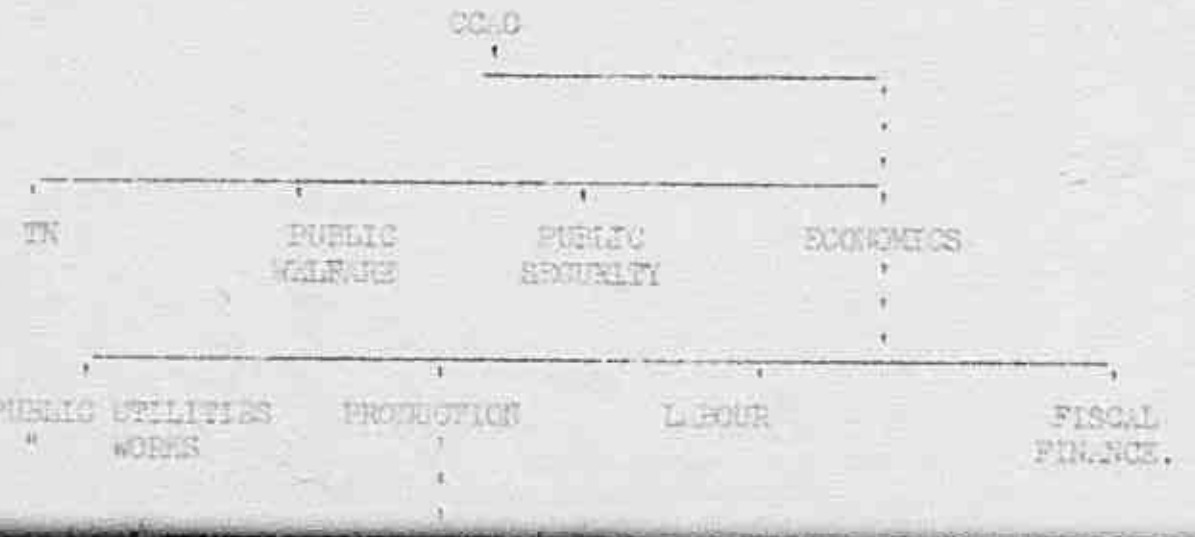
Most effective methods restoration of civil trade. Money value. Facilities to supply the civil needs rigorouslyrestricted at first. Importance of female influence on pon feeling amongst civilians, therefore first supplies should be for female consumption, needles, cotton, thread and other female or household requirements, bearing in mind the possibility of drawing from surpluses in hands of Ordnance for civilian needs.

D. MOST NEEDFUL DUTIES.

Preparation of survey of food potentialities, industrial concerns capable of rapid restoration and filling in outlined maps to illustrate info gathered. Thorough investigation of industrial plants to ascertain their real value and to ensure such plants as are of potential value are preserved as intact as possible. To ensure this, close liaison with real offr essential.

Control of prices. Price Committees. Present industrial world so accustomed to control, certain some such system necessary everywhere, specially and to a much greater degree in Germany and Italy.

Comd then added the gp both on their duties and the suggested out and illustrated his ideas with the following plan:



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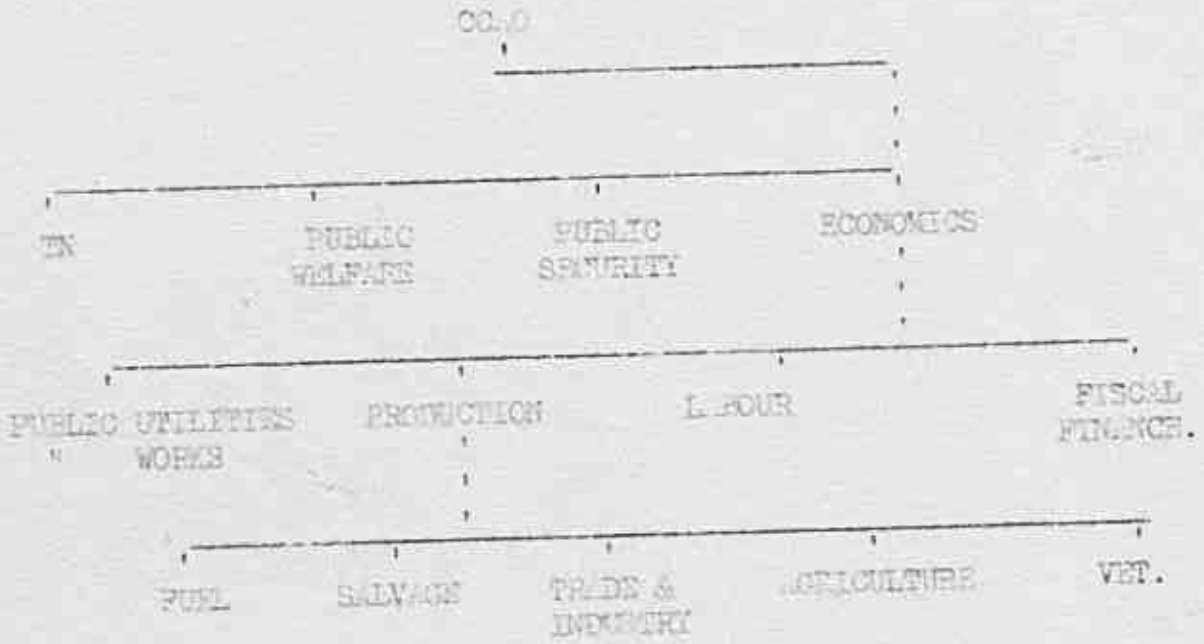
accustomed to control, certain some such system [illegible]
specially and to a much greater degree in Germany and Italy.

Gond then added the gp both on their duties and the suggested cat and illustrated his ideas with the following plan:



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SECRET

CIVIL AFFAIRS STAFF COURSE

FUNCTIONAL DISCUSSIONS - CIVIL SUPPLY

CA/317

SUBJECT

Civil Supply, including Transportation.

DEFINITION

A study of the procedure to be followed by Civil Affairs branches, jointly and severally, for instituting a system of supply to the civil communities of reoccupied countries of essential stores, etc (other than Relief food and clothing), and re-establishing transportation services for the distribution of such supplies by railway or inland water-way (but not by road).

(Relief Supplies of Food and Clothing, and the problems associated with the re-organisation and operation of Road Transport, are subjects which will be found elsewhere in the curriculum of the course).

Essential supplies comprise stores, machinery and equipment urgently required by the population to sustain life and morale and to enable work to be undertaken in support of the fighting forces.

TERRITORY

For the purpose of the present course discussion will be related to a friendly re-occupied country and, specifically, to an area of Northern FRANCE bounded on the West by the ENGLISH CHANNEL - between LE HAVRE and the Belgian frontier - and on the South and East by the rivers SEINE, OISE and SAMBRE.

SITUATION

Under the powers conferred on him the Commander-in-Chief will doubtless, on the advice of the Chief Civil Affairs Officer, place an embargo on the movement within or out of the territory of all essential supplies, except where specially authorised.

Supplies obtainable overland from neighbouring territories or countries will be subject to high financial policy.

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Supplies obtainable overland from neighbouring territories or countries will be subject to high financial policy.

Supplies requiring to be imported will depend on the ability of the Allied Nations to produce and ship them.

PLANNING

Civil Affairs branches will at the earliest possible stage after taking up their duties submit to the Chief Civil Affairs Officer a schedule of the main requirements of the civilian interests for which each branch is responsible, covering an initial period of six months and showing:-

1826

(a) Nature of supplies required

(b) Tons weight,

(c) Whether or not they are known to be available in the territory or are obtainable overland from neighbouring countries or territories.

The schedule will be divided into two parts:-

(1) Immediate, or absolutely essential

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(2) Short Term, or most desirable but not immediately essential.

The measure of the need for supplies will be, not "are they wanted" but "what will happen if they are not provided". A further consideration is whether the means exist to transport them, having special regard to bottlenecks at ports and on the railways.

The most practical way of ascertaining requirements in the first place will be to consult manufacturers and producers, works foreman, trade union leaders and other similar key persons, always keeping in mind the paramount needs of the war. The lists of urgent requirements so compiled should then undergo the scrutiny of a joint committee of Civil Affairs officers and local administrative officials, whereupon a schedule in the form outlined above can be prepared and sent to the Chief Civil Affairs Officer.

As a basis for their preliminary enquiries Civil Affairs officers should take the estimates of requirements prepared by the J.T.(P) Committee. Any consequent proposed modifications of these estimates will at once be reported to the Chief Civil Affairs Officer, with reasons, so that the Committee may be advised to amend the requisitions they may already have served on the Supply Departments.

PROCEDURE

The Commander-in-Chief's embargo on the movement, without authority, of essential supplies will involve the issue of permits, which will be the task of the local authorities working in collaboration with Civil Affairs. The Chief Civil Affairs Officer will state the overriding policy, which will conform to the principle outlined under the heading "Definition" above.

Civil Affairs will, where necessary, themselves, initiate the movement of essential supplies to give effect to the Chief Civil Affairs Officer's policy; and if local resistance is met with powers may have to be acquired in order to compel the release of the supplies to a particular consignee.

Permits for acquiring essential supplies from outside the occupied territory will be issued to civilians only with the prior knowledge and consent of the Chief Civil Affairs Officer and when terms and conditions of purchase have been approved.

Supplies requiring to be imported will be the subject of recommendation by the Chief Civil Affairs Officer to Civil Affairs War Office; and if the supplies and the shipping are available and the recommendation is approved the consignment will, in the same stage of

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It will be the responsibility of Civil Affairs Transportation to ensure that no permits are issued for the internal movement of supplies in excess of the transportation services' capacity to handle them after full provision is made for military movement. Consignments arriving by ship must, on the other hand, be accepted as and when advised, and Civil Affairs Transportation will see that arrangements are made for them to be taken over at the port of entry and conveyed to destination.

FINANCE AND ACCOUNTANCY

As a matter of principle as well as of economic necessity, the peoples of re-occupied countries will be looked to to pay for the supplies they receive. By the same token they too must be paid for the supplies they deliver and services they render. On the other hand, the conduct of the war must not be jeopardized by relatively minor financial considerations:

therefore/..

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therefore, where lack of money hampers the distribution of essential supplies the circumstances must be brought to the notice of Civil Affairs financial officers for them to furnish the remedy. In that event any transactions in which Civil Affairs are involved will invariably be accounted for in accordance with normal Army procedure.

PRICE CONTROL

Besides serving the vital interests of the war, Civil Affairs intervention in the distribution of civilian supplies has the additional object of protecting a newly freed populace from subversive trading interests. The object of Civil Affairs is to ensure:-

(a) Organised and fair distribution of consumable goods and commodities whilst they are in short supply.

(b) The suppression of black markets.

(c) The prevention of hoarding.

(d) The prohibition of trade with the enemy.

In the issue of permits Civil Affairs will, therefore, see that only such classes of consumer supplies are made available as are generally in demand, and each only in such quantities as are urgently necessary to meet the immediate public needs. Then Civil Affairs will take care that distribution is widely effected on the open market, or through recognised trade channels, and at prices which are fixed and reasonable and prominently exhibited.

"Reasonable prices" infers a fair return to the producer as well as being inexpensive to the consumer. Thus the natural inclination of peasant farmers to hoard agricultural produce should be lessened inasmuch as they will have confidence to sell their produce and be able to buy other consumer goods in return.

For the fixing and maintenance of prices, a Price Committee should be set up, representative of leading suppliers, consumers and local government officials.

TRANSPORTATION

The first duty of Civil Affairs Transportation is to assist the Army to establish adequate and efficient lines of communication. Therefore, the

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TRANSPORTATION

The first duty of Civil Affairs transportation is to assist the Army to establish adequate and efficient lines of communication. Therefore, the initial task will be to requisition all available docks, railway and canal civilian operating and construction personnel, and to cast around for all repairable transportation stores and equipment, in order to place them in an organised form at the disposal of the military authorities.

When, by agreement with G(M) and Transportation, the situation permits of a diversion of some of these resources to civilian needs, Civil Affairs Transportation will assist the civilian transportation staffs to assess the weight and flow of traffic and to expand and balance their labour and equipment accordingly. By this means the volume of traffic will be allowed to expand, and permit restrictions will gradually be correspondingly relaxed.

1825

NATURE OF ESSENTIAL SUPPLIES

The demand for essential civilian supplies will involve most of the branches of Civil Affairs, notably Public Welfare, Public Health, Agriculture, Public Utilities, Fuel and Power, Trade and Industry, Transportation, Telecommunications, Civil Defence and Fire Services.

Initial/..

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Initial demands will, without doubt, cover the normal requirements of the civilian population, including machinery (largely a matter of importance) to restart operations in the factories. Thereafter the dependence of the various civil interests will be on the ability of the Supply Programme to meet their needs.

Even the first phase of Civil Supply involves a shipping problem of great magnitude. Ships will be required a time when shipping is being used to its limit; but the economic problem is encountered the moment will intervene between the occupation of supply can be established and the territory in the occupation of the key ports and on used to the new steel.

Of the internal resources, those which must be speedily requisitioned are provided with some of transportation and generation, fisheries, Forestry, and stone quarries.

Essential imports, apart from initial shipments of machinery and equipment, will be Petrol, Oil, Tyres, Pharmaceutical stores, Medical stores, Telecommunications stores; most of which we at present control. Military Supply Programme will only provide to offer the introduction the Allies of a Civil Programme for Europe.

MEANS EMPLOYED

Civil Affairs are concerned only with helping the civilian population to become self-supporting in essential occupation and a source of supply for the Army. The rehabilitation of commerce will come later. The role of the Services of Supply, there will be no scope for them by civilian interests direct. It and when that is possible, import licences will presumably be made available through Civil Affairs

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L.E.K.

DESERT HORIZONS

Civil affairs are concerned only with helping the civilian population to become self-supporting in essential occupations and a degree of supply to the Army. The rehabilitation of centers will be necessary in view of the shortage of shipping, there will be no cause for importation by civilians interests abroad. If and when there is a possible import licenses will presumably be made available through Civil Affairs branches.

Jan 43
ANC

The Army study covers all phases of civil affairs activities in the Allied occupation of Germany. It includes a discussion of the Allies of a Civil Program for Africa.

CIVIL AFFAIRS STAFF COURSE. 8/28/195.

THE INITIAL DUTIES OF A TRADE & INDUSTRY OFFICER IN THE FIELD.

1. This document is intended to portray the writer's present conception of how he would set about his job as a Trade & Industry Offr on arrival in an occupied country.

Insofar as it is an exposure of ignorance or misconception, it is hoped that it may help to clarify the situation which is still in some aspects obscure. Some concrete questions which arise have been clearly indicated.

2. The assumptions made are (a) that Regions have been established
(b) that the offr has been appointed DTIO of that regio (so that all subordinate posts may be considered)
(c) that the following org is in force:-

SCAO (V)

DTIO (Trade & Industry)

ATIO (1) (Production) — 3 asats — Fisheries; Mines & Forests

ATIO (2) (Distribution & Commerce) — 3 Asats — Fuel Int; Fuel Ext.; Price Control Adm

ACRO (Salvage) — 1 asst (1)

3. EVACUATION ORDERS will probably arrive without warning. Kit and sqpt should be already prepared.

Documents will have to be collected, if not already in possession.

It is suggested that, for any country, the following papers will be required:-

A Year Book, or a dossier on the country and its industries.
CCAO's Standing Orders (if any).
GRO's for the Force.
The requirements of the various Ministries in England.
Maps.
Technical Dictionary,

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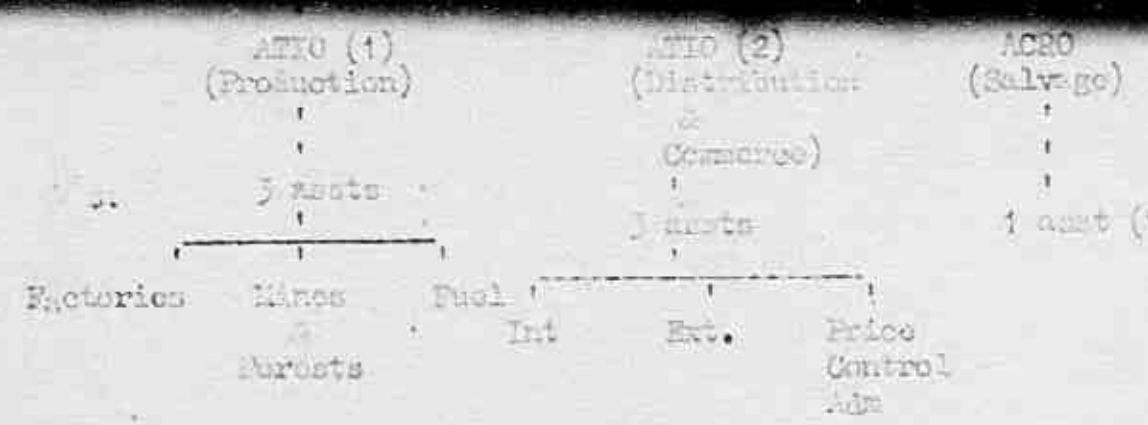

3. EMBARKATION ORDERS will probably arrive without warning. Kit and cept should be already prepared.

Documents will have to be collected, if not already in possession.

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CCAO's Standing Orders (if any).
GRO's for the Force.
The requirements of the various Ministries in England.
Maps.
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and a tin box to lock them in.

Question 1 - If every offr on leaving CCSC is not already provided with a complete dossier relating to every country to which he may be sent, from whom will he draw such information prior to embarkation?

4. ARRIVAL AT DESTINATION.

Report to DCCAO (V).
Interview Comp for billet, mess, office, batman.
Establish office and see that clerks know their duties.
Apply to DCCAO (V) for interpreters, as may be required.

15-4

5. ORGANISATION OF WORK WITH LOCAL OFFICIALS.

The DTIO and his subordinates cannot all work indiscriminately with all

X by Major A.E. HODGKIN, R.E.

members/

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members of the local industrial and trade organisations. It will be necessary to fix the appropriate terms at which affairs will be conducted by the respective offrs of each side.

U.K. In ITALY, the DCCIO (V) will probably deal direct with the head of the Provincial Corner of Economy: While the DCIO will deal with the heads of the next junior bodies, the Syndical Association of Industry and of Commerce. The DCIO's subordinates will in turn deal with the individual members of the Syndical Associations.

It is clearly necessary for efficient working that good relations be established with the local officials, insofar as this may be possible at all. Tact will be required, and patience perhaps.

Should one call on, or send for, these officials? Depends on the country and the situation generally, and except in GERMANY, politeness will usually pay. In GERMANY, by contrast, respect goes to him who gives orders.

Weekly Conferences will be arranged by DCIO with the Syndical Associations or equivalent bodies.

The objects of these are 1. To acquire a detailed knowledge of the industrial and commercial affairs of the Region.
2. To arrange for work etc. to be carried out in the desired priority.
3. To allocate to the labour made available by the C. I. L. Org.
4. To iron out difficulties.
5. To ascertain needs of civ population and work out possibilities of supplying them.

Question 2 - Students should be provided with the complete set-up (in as much detail as possible) of the Industrial and Trade organisations, and how these link up with Local Govt in each country. Will this be forthcoming?

6. DOCK MOUNTING DIRECTIVE ACTION.

On a long-term view the DCIO's job is to get people back into normal employment, to get commerce running again so that labour can spend its wages, and to provide such goods as may be required by the Army, the Civ Pub Welfare Dp, and the civil population - in that order.

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6. WORK REQUIRING IMMEDIATE ACTION.

On a long-term view the DTIO's job is to get people back into normal employment, to get commerce running again so that labour can spend its wages, and to provide such goods as may be required by the Army, the Ch Pub Welfare Cp, and the civil population - in that order.

On a short-term view, and by way of making a start, there are certain things which the DTIO should get going as soon as he can; he will, of course, delegate to his two ATIOs and they in turn will parcel out the work to their respective assistants.

It is important to remember that these offrs are all Staff Offrs and NOT fitters or salesmen: they are directors and coordinators, NOT executives or technical experts.

(i) ATIO (1)'s fixed comms functions, advice, forects, and fuel. The points for immediate action set out below are common to all these and should be attended to and started up as soon as possible:-

(a) Get (through DTIO) an order issued by 'Q' prohibiting the removal of plant from civil installations. In a Region where no fighting is taking place, all necessity should never require spoliation of this kind.

(b) Using such information as may be given by higher authority as to urgent requirements, select the most vital industries and concentrate on getting them started.

For/

For an example of a difficult problem, in the absence of a clear directive, take N.E. ITALY:-

Here are mercury mines, bauxite mines, aluminium factories, hemp spinning plants, oil refineries, chemical plant, cement works, steel works and some armament manufacture.

All these are essential war industries: a directive is essential.

Question 3 - Where does this information come from?
Who settles priority of work?
How does the information reach DTIO: and to whom does he refer if in doubt?

Question 4 - Primarily DTIO has no direct contact (being an Army Staff Offr) with any Ministries at home. One assumes that this is done via the proper channels and that DTIO will receive his orders from DCCAO (W) who will in turn get them from CCAO: and that it is the Planning Staff of the CCAO who alone will contact civilian Ministries, etc. Is this correct?
If not, what is the proper method?

(c) For such factories etc., as can be started up, or kept going if already working, and which are worth while, get an allocation of labour from the CA Labour Staff, arrange rates of pay and methods of payment with the Finance Staff, and get them started.

(d) For such essential industries as can't, for any reason, start, list the deficiencies under the heads of plant, raw materials, services, labour, and management. Collate for the whole Region and forward the result to the proper authority whose job it is to supply what is required. Set out return under the three heads given in G/2234/63. This return should be revised monthly.

If and when any deficiencies are received, start up works in order of priority.

Question 5 - Who is the proper authority to whom deficiency demands should be submitted? The supply offr of Pub Welfare Gp hardly seems to be the right man to compete with all industrial needs.

How, exactly, does this fit in with the WVT 6 - monthly programme system?

Throughout it will be essential to work in the closest harmony with Pub Works, particularly on the questions of fuel, power, and (at for

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Throughout it will be essential to work in the closest harmony with Pub Works, particularly on the questions of fuel, power, and bits for workers.

(ii) DTIO (2)'s field covers Internal Distribution, External Distribution, and Price Control (Gen) and Trading with the Enemy (to some extent).

(a) Price Control will have to be gone after at once: see CAP/1/72. Presumably this will lead initially to a Proclamation and thereafter a good deal of close supervision will be required. The assistance of Legal Staff will be required in the drafting of the Finance Staff in regard to exchange calculations and provisions.

1823

Question 6 - Whose is the prime responsibility for Price Control? It is here assumed to be that of DTIO.

Question 7 - More info is required on the whole subject viz the methods of calculating fair prices, the methods of watching for infringement and the number and kind of personnel required for efficient working.
Can this be supplied?

(b) Trading with the Enemy - see CAP/1/72

Question 8/

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Question 3 - Whose responsibility is this.
Is it the mechanical and staff required to run and supervise it?

(c) Internal and External Consumer. This is a big subject. The following points would seem to require immediate action:-

(i) Listing of all principal stocks in the Region. Eventually, this would be translated into a weekly return of stocks, including all production arranged for by DTIO (1).

This return would be forwarded
first, to Q - for the Army to say what it needed for its own use: which would then be earmarked at once for Q.
second, to Pub Welfare - for remarks, only as to their requirements.
third, via DTIO and upwards, to Ministries at Home for directive as to disposal between Pub Welfare, home requirements and civil population needs.

Question 9 - Does this clash with any arrangements already contemplated?

(ii) Listing of all goods (other than straight relief goods) required to enable labour to spend its wages and to revive local commerce. This also would eventually become a weekly return and would be passed on, by DTIO to the proper authority.

Question 10 - Who is the proper authority to coordinate imports of this character?
Presumably the answer is the same as for Question 5.

(iii) Setting-up of controls to regulate civil trading across a land or sea frontier - import and export licensing systems.

Question 11 - May precise instructions be given as to the mechanics of working these controls; and as to the staff required to work them, and where it is to come from?

It is realized that the above four points touch only the fringe of DTIC's commercial responsibility: but they are sufficient to make a start with.

(iii) AGRO's field is Salvage; and as such he is a raw material supplier to DTIO, Pub Works and Pub Welfare. The allocation of this salvage

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It is realised that the above four points touch only the fringe of DTIO's commercial responsibility: but they are sufficient to make a start with.

(iii) ACHQ's field is Salvage; and as such he is a raw material supplier to DTIO, Pub Works and Pub Welfare. The allocation of his salvage will presumably be made by DCTIO.

The writer has given little thought to this matter yet: but at first sight it would seem that the formation of salvage dumps in an impoverished, probably devastated, and certainly over-populated Region will be impossible without the provision of mil guards to look after them.

It is suggested, therefore, that ACHQ should where possible combine forces with the Army Salvage organisation and share dumps with it. Otherwise, dumps will have to be guarded by arrangement with Gd Police.

And in any case no Salvage Scheme will be possible at all without the active co-operation of Rd Pyt Sec of Pub Welfare.

Salvage will be of prime importance from the moment the Region is formed.

The ownership of salvage is a matter which may present difficulty.

question 12/

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Question 12 - Has this subject been considered by any authority? If so, may the conclusions reached be made known?

7. SUMMARY.

(a) Above are given certain 'points of departure' for a DTIO taking over his job in a newly formed Region.

It is hoped that discussion will adhere to these.

(b) The answers to 12 questions are requested.

(c) It is emphasized that DTIO and his subordinates are Staff Offrs and not executives. It follows that the actual work, other than planning and direction, will be done either by local civilians or by personnel specially imported.

16 Mar 43,
JIL.

CA/P&T/63

CIVIL AFFAIRS STAFF COURSE

PROBABLE DUTIES OF THE CIVIL AFFAIRS STAFF IN CONNECTION WITH INDUSTRY, COMMERCE AND AGRICULTURE.

(Summary of talk given by Mr. C.A. Key, of F.S. Branch of War Office, on 12 Jan 43).

Three considerations largely influence the planning of any operation:- The first of these is security; the second is the political directive by which H.M. Government state the policy which should be adopted towards the national government of the country in which we are going to operate; the third is a very practical one, namely, shipping space and port facilities.

It is generally desirable that the occupying power, so far as the military situation permits, should take care of and operate useful enemy property which would otherwise be idle. For instance, certain Italian-owned salt works in Italian East Africa were kept going by us just enough to supply local needs and to keep the workers employed.

It may be necessary to evacuate unwanted goods from quays and dock buildings to make room for essential war supplies. This should be done with the minimum disturbance to the war effort elsewhere.

Main questions of policy on matters of trade and industry usually are dealt with by an inter-allied committee. In the case of Madagascar this consisted of British, U.S. and Fighting French representatives. In the case of North Africa, a North African Economic Board was set up under the American Mr. Murphy, with a British representative (Maj-Gen C.H.L.); there is also in London a Committee on North African Affairs (Maj Morton). Most of the supplies so far sent by the United Nations to North Africa have come in point of fact from the U.S.A. It is likely that some similar arrangements will be made in respect of any region in Europe which the United Nations may occupy.

The first object of the Civil Affairs Staff should however be to get exported from the occupied country, possibly in returning transports, any materials which are urgently required at home and which are not vitally necessary to our forces in the occupied territory, or to the maintenance of indispensable economic life there.

The next thing will be to see what can be done at once, so far as possible without assistance from home, to restart or continue working the wheels of industry and agriculture.

Then, in consultation with the local people, make a rapid preliminary survey of what imports are essential for both agriculture and industry.

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The first object of the Civil Affairs staff should however be to get exported from the occupied country, possibly in returning transports, any materials which are urgently required at home and which are not vitally necessary to our forces in the occupied territory, or to the maintenance of indispensable economic life there.

The next thing will be to see what can be done at once, so far as possible without assistance from home, to restart or continue working the wheels of industry and agriculture.

Then, in consultation with the local people, make a rapid preliminary survey of what imports are essential for both agriculture and industry. To do this I suggest that you contact manufacturers, foremen of works, Trade Union leaders, etc. and try to get their co-operation.

Then you should compile lists of the materials necessary, dividing them up into immediate requirements and short-term requirements. Be sure that the conditions in the country will permit of the commodities being moved from the port of arrival to the right place in time, always assuming that we have ever got them shipped. Keep the demand down to a minimum, as only absolute essentials will find shipping space.

On questions of rehabilitation of an industry which you consider useful to the war efforts of the United Nations, make a report, giving the facts first and then stating your recommendations. The facts to report on:-

(a) What is the present condition of the industry?
(b) What would its capacity be if it were restored?

/Your

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Your recommendations might very well be based on two or three different assumptions as to tools, machinery and raw materials:-

1. First say what you would like if we could send out all you needed;
2. Then say what you would like if we could send out half of what you needed.
3. Finally state the indispensable minimum.

I want to emphasise that there is no need to go into a great deal of detail. All that is necessary is to indicate the relative importance of the different requirements. If the Departments concerned here are sufficiently interested they can then send out an expert to go into the matter in detail.

You should, I suggest, draw up two lists giving your estimate of the order of priority in which requirements for reconstruction purposes should be met. Your first list should state the immediate requirements, your second list those at short term (i.e., not over 3 or 4 months ahead). We are NOT concerned with long-term planning.

One of the major problems will probably be labour. The workpeople may well have fled from the towns because of bombing; some of them may have been given other jobs; and you will have to see to it from the outset that the labour requirements of essential industries are not overlooked. We contemplate that a Labour Committee will be set up by the Force Commander to co-ordinate the demands for labour for the various services. We want you to see that your requirements are adequately represented on that committee. By a committee I mean a central committee covering the whole area of occupation, with probably sub-committees in each convenient smaller area.

Similarly, you will want to be represented on any committee which the C.-in-C. may establish to co-ordinate prices, and to prevent competition between the various services in buying up local materials.

Thus two committees will be needed : a Labour Committee and a Price Committee.

In the course of going round you will probably get hold of data as to costs of production, which will be very useful to the Price Committee for determining what is a fair price for particular commodities. Get this information to your representative on the committee.

Great care should be taken that the armed services do not come along and take away goods or labour required for essential industries. We shall try to get the Force Commander to lay down the principle that requisitioning on the part of the occupying force should be strictly

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Great care should be taken that the armed services do not come along and take away goods or labour required for essential industries. We shall try to get the Force Commander to lay down the principle that requisitioning on the part of the occupying force should be strictly confined to those articles which are absolutely essential for operational purposes of our troops or air force; otherwise you will probably find that tools and pieces of machinery will be taken which may unbalance the whole production system.

The same principles apply to agriculture. The same kind of surveys will have to be made and lists of requirements prepared. However, you may find in the course of your round that certain farm products are available that can be usefully bought on local for the Army and so save shipping space. In this case, be sure to report the matter at once to the "Q" side.

With regard to both agriculture and industry, finance may be a serious problem. The banking system of the country, particularly if it is suffering through being cut off from territory occupied by the enemy, may be inadequate to meet the needs of industrialists and farmers, and we may have to contemplate a grant of financial facilities. You should therefore keep in close touch with the Financial Section of the Civil Affairs Staff, and if necessary agree with them on a report to the CCAO.

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It is most unlikely that any normal trade between individuals in the occupied region and individuals in other countries will be possible for some considerable time. It will therefore not be any good sending home reports in the hope that trade may be opened. It is possible that, if the need arose, a firm in this country might be put into touch with a firm in the occupied territory, and that the resulting trade would be conducted entirely through Government channels: this would be necessary so as to combine demands on shipping space and other facilities.

Remember that all inhabitants of enemy-occupied territory are at present "enemies" from the point of view of our dealing with the Enemy Acts. Consult with the CCAO as to how to overcome any resulting difficulties.

Supplies and stores for the civil population will be sent out in the same way as those for the Army. They will be issued by the Ordnance or RASC, or the Government concerned, to the Civil Affairs branch as required. They will be charged up against the Civil Affairs branch, but there will be no cash settlement, at least for the first few months, between the Ordnance or RASC and Civil Affairs. It will nevertheless be the responsibility of the Civil Affairs staff to see that the local population pay for these goods if they possibly can; if not, we shall issue them as relief, but this should not be done if people can pay for them.

A directive will be given before the operation starts as to what we are going to accept in the way of currency, whether the local currency or what else, and if so, in what denominations. The distributing agency which is employed to sell food to the local population will be told the price at which to sell and the currency we are accepting. If the banks are working, the local merchant can pay through them; if not, he can pay cash. Similarly with experts; we shall accept payment in whatever local currency we are recognising, or in any occupation currency which we may provide in order to pay the troops. Fixed prices will be enforced to prevent profiteering.

We should try to make the local banks finance trade and industry so far as this is necessary. If the local banks have not enough cash in their tills for this purpose, it may be necessary to check with funds from them. Even then the banks might say that the borrower could not offer sufficient security. In that case we might conceivably be obliged either to guarantee the advance or to make it ourselves. It must however be made clear that no such commitment may be advanced must be accepted without previous consultation with the authorities at home.

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Supplies and stores for the civil population will be issued in the same way as those for the Army. They will be issued by the Ordnance or R.A.S.C. or the Department concerned, to the Civil Affairs branch as required. They will be charged up against the Civil Affairs branch, but there will be no cash settlement, at least for the first few months, between the Ordnance or R.A.S.C. and Civil Affairs. It will nevertheless be the responsibility of the Civil Affairs staff to see that the local population pay for those goods if they possibly can; if not, we shall issue them as relief, but this should not be done if people can pay for them.

A directive will be given before the operation starts as to what we are going to accept in the way of currency, whether the local currency or what else, and if so, in what denominations. The distributing agency which is employed to sell food to the local population will be told the price at which to sell and the currency we are accepting. If the banks are working, the local merchant can pay through them; if not, he can pay cash. Similarly with exports; we shall accept payment in whatever local currency we are responsible, or in any occupation currency which we may provide in order to pay the troops. Fixed prices will be enforced to prevent profiteering.

We should try to make the local banks finance trade and industry as far as this is necessary. If the local banks have not enough cash in their tills for this purpose, it may be necessary to check withdrawals from them. Even then the banks might say that the borrower could not offer sufficient security. In that case we might conceivably be obliged either to guarantee the advance or to make it ourselves. It must however be made clear that no such commitment as to advances must be accepted without previous consultation with the authorities at home.

QUESTION BY A STUDENT

What is the policy with regard to the bigger industries?

ANSWER:

The same sort of procedure will have to be followed as that already outlined. But instead of having one man to look after quite a large area, several officers may have to be appointed for one town: in that case each would report on a small area, a general list being compiled from their findings.

18-6

17 Mar 43
JJ

...C.

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CIVIL AFFAIRS STAFF GUIDES. 94/309

TRADE & INDUSTRY IN OCCUPIED TERRITORY.

I. GENERAL CONSIDERATIONS.

1. The following is a highly-condensed summary. The main points only, relating to the duties of Civil Affairs officers in regard to the rehabilitation and use of trade and industry in occupied territory are given.

2. THE OBJECTS TO BE ACHIEVED ARE:

(a) the rendering of the occupied territory as nearly self-supporting as possible in order to save shipping
(b) the redirection of any surplus production and resources as swiftly as possible towards the war effort

These involve:-

(c) the rapid restoration of industries, etc., vital to the war effort
(d) the ascertainment and control of all stocks in the territory
(e) the control of prices of essential goods and commodities
(f) the prevention of any use by the enemy of any of the resources of the territory

and to these points may be added, for the sake of a contented civil population and as a safeguard against inflation,

(g) the restoration, as soon as military considerations allow, of normal commerce and industry, and the employment and spending facilities which they afford.

3. THE STAFF ALLOTTED.

No definite War Establishment has yet been laid down. It is, however, likely that there will be general administration (i.e. non-specialist) officers attached to Corps and Army Headquarters, and specialist officers at General Headquarters and Region Headquarters. Appendix A shows one establishment which has been suggested for General Headquarters; a similar establishment would be suitable with slight modification for Region Headquarters.

The number of officers actually provided will depend

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The number of officers actually required will clearly depend upon the density of industry in any given area.

4. THE ACTION REQUIRED.

(a) A directive will be issued as to general policy for the territory concerned. This may be on the lines of exploitation for war needs, or on a self-sufficiency policy: or on a combination of both.

(b) The occupation of any territory will proceed in 3 stages:-

- the initial assault and landing
- the consolidation of a bridgehead of considerable depth
- the final stage when the base has been moved on and civil affairs are in process of constructive reconstruction.

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In the first stage little or nothing will be possible. In the bridgehead stage certain things can be done, and some must be done quickly, in which the Civil Affairs officers at Corps and Armies can help.
The bulk of the work, so far as Trade and Industry are concerned, will come in the third stage.

(c)/

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(c) The following matters require early and rapid action, as soon as possible after the landing has been made.
<u>Control of Prices</u>: This is primarily a function of the Finance officers, who will nevertheless, require the co-operation of Technical and Intelligence officers in drawing up schedules of essential goods and commodities and in determining what prices are or ought to be.
Action must be taken as soon as possible, and must be subject to periodical revision.
Decisions made will be published. Black Market activities will occur and must be countered by direct action.
<u>Listing and Control of Stocks</u> is required to inform "Q" of what may be available for immediate military use, to inform Civil Affairs relief officers of what food, clothing and other necessities are available for civilian use, and to inform Government Departments what they can expect for general war purposes.
"Q" must not be allowed to take so much that the proper economic margin is endangered.
It is probable that directives will be issued by higher authority as to the disposal of all stocks required for the war effort.
The civil population must be called upon to declare all stocks, and forbidden to dispose of them without authority: hoarding and obstruction may be met with. It must be made quite clear that all stocks taken will be paid for at once where possible, and a proper receipt given in other cases.
<u>Reconnaissance of Armament Works</u> to discover new types of weapons, and to find out, by noting what is being made, what are the shortages in the enemy's own country.

(d) In the bridgehead and later stages arrangements will be required to cover the following matters:-
<u>Trading with the Enemy</u> must be stopped. This is the function of the Finance officers, but they will require the help of Police and Trade and Industry Officers. The legal definition of 'enemy' is complicated, and may include neutrals or even British subjects. All occupied territory is technically 'enemy territory'.
<u>Control of Enemy Property</u> is essential, and also a function of the Finance officers. In brief, subject only to the Laws of war, enemy property must be looked after by the occupying power. A Custodian is appointed to do this.
<u>Import and Export Licensing Controls</u> will be set up as necessary.
For explanation see below, paragraph 5.
<u>Reconstruction of Industry</u> will be confined at first to [illegible]

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Reconnaissance of adjacent lands to discover new types of weapons, and to find out, by noting what is being made, what are the shortages in the enemy's own country.

(d) In the bridgehead and later stages arrangements will be required to cover the following matters:-
Trading with the Enemy must be stopped. This is the function of the Finance officers, but they will require the help of Police and Trade and Industry Officers. The legal definition of 'enemy' is complicated, and may include neutrals or even British subjects. All occupied territory is technically 'enemy territory'.
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Import and Export Licensing Controls will be set up as necessary. For explanation see below, paragraph 5.
Reconstruction of Industry will be confined at first to industries essential to the war effort, together with such others as may be considered absolutely necessary to the contentment of the civilian population and for which labour is available.
A schedule of likely priorities for reconstruction for war purposes is given in Appendix B. Civil Affairs officers will be provided with industrial data relating to their territory (See Appendix C). Non-specialist Civil Affairs officers at Corps and Army Headquarters could be used for a great deal of general reconnaissance work in the early stages which would form a foundation for later reconstruction. All recommendations for reconstruction in friendly occupied territory should deal, first, with immediate requirements and, second, with requirements for a short term policy, say 6 months.
In forwarding requests for financial approval and material, recommendations should be made on 3 scales - what is desirable, half that, and bed-rock minimum. Technical detail is not essential: experts can, if required be sent out to report on that. Lists of requirements should be made out under the headings - plant, raw materials, services, labour, management; and the nature and present and normal capacity of the plants in question should of course be given.
Normal trade between individuals in the territory and those in other countries will not be possible for a long time, principally on account of shipping space.

Reconstruction/

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Rehabilitation of TRUs (i.e. closure and mothballing) will be required
primarily civil labor under industry/ is usually inexpensive to
provides the means for the civilian population to adjust
requirements of daily life and efforts on civilian
of wages, which helps to avoid inflation. The re-employment
and above ease over this hurdle.

5. Supplies.

Supplies of all sorts, (not in the strict military sense), will be required
to carry out reconstruction: those which cannot be obtained from the
territory itself, including food and drugs, will have to be imported, and the
extent to which this can be done will depend upon the availability of
shipping. Very little is likely to be allotted for Civil Affairs purposes
in the early stages.

The modus method of supply has not been laid down.
demands will, however, eventually reach minimum
on a 6 monthly basis with a certain extra
(theoretically essential) and (more doubtful, but not
to possible that the Civil Affairs organization will
Despite progress already achieved, while
in the actual territory.

To ensure the proper use and control of such supplies, it will be necessary
to establish both civil and military import control machinery, and also
supplies or bulk purchase the purpose of
so called requirements will
Apart from the civil
to carry out reconstruction: those which cannot be obtained
territory itself, including food and drugs, will have to be
extent to which this can be done will depend upon the availability of
shipping. Very little is likely to be allotted for Civil Affairs purposes
in the early stages.

6. Labour with local organizations.

For any given territory civil affairs officers will be

in the early stages.

The precise method of supply has not yet been laid down. Civil Affairs demands will, however, eventually reach Ministry of War Transport who work on a 6 monthly basis with a careful system of prioritities divided into 'A' (absolutely essential) and 'B' (most desirable, but not essential). It is possible that the Civil Affairs organisation will move in with a 6-months programme already prepared, which will require immediate checking in the actual territory.

To ensure the proper use and control of such supplies, it will be necessary to prohibit both private import, except under licence, and the making of enquiries or bids abroad for the purchase of pooled commodities, and also to publish regulations relating to internal distribution, rationing and price control.

6. LIAISON WITH LOCAL AUTHORITIES.

For any given territory Civil Affairs officers will be few: they neither can, nor is it desirable that they should, except in exceptional cases, attempt themselves to run the affairs of the territory. They are staff officers, deriving their authority, via the Chief Civil Affairs Officer, from the Commander in Chief and their function is to carry out the Commander in Chief's policy by guiding and directing, or (in the last resort only) ordering, the local authorities to do such things as may be necessary, firstly for the success of military operations, and secondly for the restoration of the normal life of the territory.

Close and cordial relations with local authorities are absolutely indispensable for success, and must be established from the start.

7. CONTACT WITH OTHER BRANCHES OF CIVIL AFFAIRS ORGANISATION.

Trade and Industry, with Agriculture, is the backbone of all reconstruction; and the officers concerned will have contact with most other branches of the Civil Affairs organisation.
Those principally concerned are Finance, Legal, Civil Supply, and Relief.
Frequent contact will also be required with 'G' Branch of the Staff.
Never fail to consult other branches: Staff work cannot be performed in a vacuum.

June 23,
JIH.

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A.E.H.

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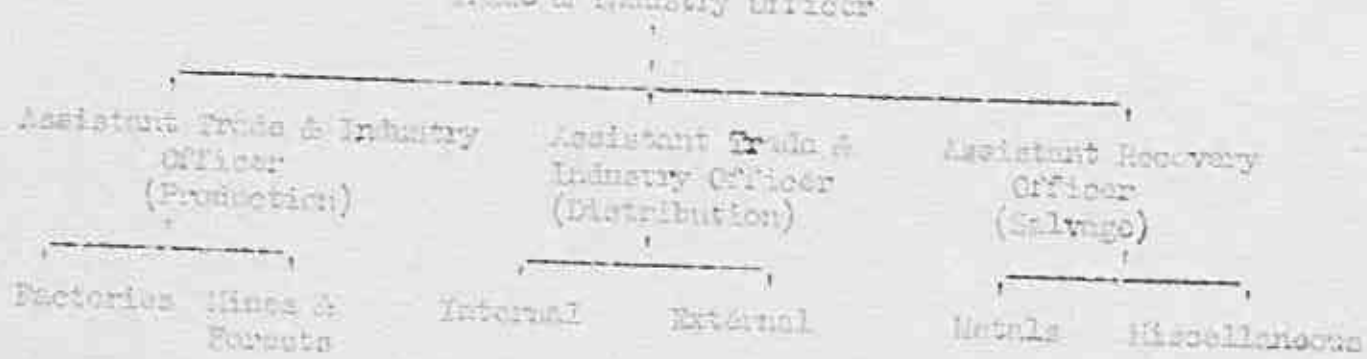
APPENDIX 'A'

SUGGESTED WAR ESTABLISHMENT FOR TRADE & INDUSTRY OFFICERS AT CENTRAL HEADQUARTERS.

(Note - Neither the layout nor the titles suggested are official)



APPENDIX 'B'

SCHEDULE OF LIKELY PRIORITIES FOR RECONSTRUCTION OF INDUSTRY.

Priority in the order given:-

Coal Mines
Locomotive Repair
Rolling Stock Repair
Engineering works, including Electrical engineering
Coke ovens
Chemicals, including synthetic fuel plants
Cement works
Brick works
Flour mills
Sugar mills, not to include refineries
Textiles (clothing fabrics)
Steelworks
Non-ferrous metal foundries and works
Vegetable oil refineries
Alcohol distilleries
Petrol storage and refineries

APPENDIX 'C'

SUGGESTED INFORMATION TO BE TAKEN OVERSEAS BY CIVIL AFFAIRS OFFICERS CONCERNED WITH TRADE & INDUSTRY.

(Note - It is likely that handbooks will eventually be published incorporating much of the information in question)

Chief Civil Affairs Officer's Standing Orders
Industrial Survey by Department (BIOS) or equivalent

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Coal Mines
Locomotive Repair
Rolling Stock Repair
Engineering works, including Electrical engineering
Coke ovens
Chemicals, including synthetic fuel plants
Cement works
Brick works
Flour mills
Sugar mills, not to include refineries
Textiles (clothing fabrics)
Steelworks
Non-ferrous metal foundries and works
Vegetable oil refineries
Alcohol distilleries
Petrol storage and refineries

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(Note - it is likely that handbooks will eventually be published incorporating much of the information in question)

Chief Civil Affairs Officer's Standing Orders
Industrial Surveys by Department (TRADE) or equivalent administrative unit.
Maps - military, industrial, raw materials, mineral (power), transport etc.
Technical Dictionary, in the appropriate language.
Naval Intelligence Department handbook of country concerned.
'Tour Book' or equivalent publication of country concerned.
Directory (compare 'Didot-Bottin' for FRANCE).
Administrative layout of territory (officials, functions, etc.)
Rationing system in force in territory.
Copies of enemy proclamations affecting the economic life of the territory.
Priority list for restarting industries.
List of commodities required by Government Departments for export from the territory.
Information on Committees concerned with trade & industrial matters.
Information as to methods of indenting for stores, with necessary pro-formae.

Other useful information would cover currencies and banking methods, commercial payments, standard of living, current political background, tables of weights and measures, and perhaps details of labour organisations.

June 43,
JEM.

A.K.H.

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CIVIL AFFAIRS STAFF CENTRE.

SUGGESTED ORG OF ECONOMICS GP.

CA/PS/63

BY MAJOR A.E. HODGKIN, RE.

1. The following is submitted as a basis for discussion, and is a first shot only, in response to the Comd's request for Students' views.

2. FINANCE

It is considered that the Finance Gp should be completely separate from the Economic and all other gps for the following reasons:-

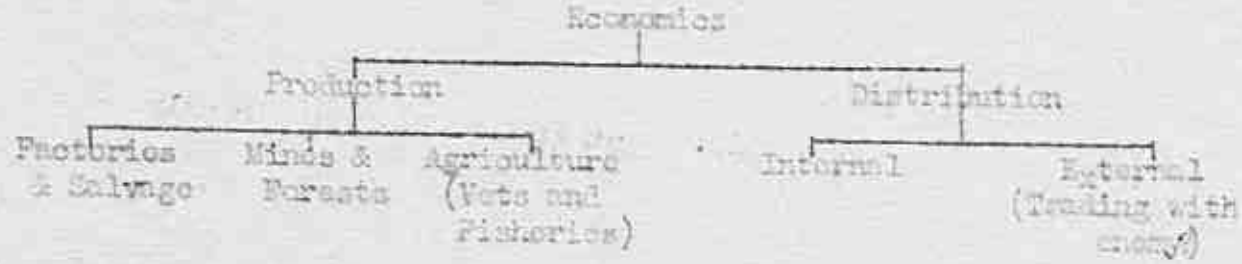
(a) Finance is common to all gps. There is no reason for singling out Economics for special attention.

(b) The placing of Economic offrs as direct subsidiaries to Finance offrs is probably not the best way to ensure a vigorous development policy. Control by Finance is, of course, essential; but this control should be exercised by the harmonious co-operation of the senior Finance and Economics offrs. In other words, it is felt that better working would result if contact with Finance arises only at the highest levels in the respective offrs.

(c) Economics, being the background of all reconstruction, is a big enough subject to stand on its own feet.

3. The following diagram shows a suggested org for a separate Economics Gp, capable of expansion or contraction according to need.

The org has been drawn up to suit a highly-developed country such as HOLLAND, BELGIUM, N.FRANCE OR GERMANY.



4. NOTES ON PARA (3)

(a) It is considered essential that production and distribution be handled by separate divs. One one is technical, or semi-technical, and the other commercial; and the offrs in charge will have, or should have, different backgrounds and outlooks to ensure maximum efficiency.

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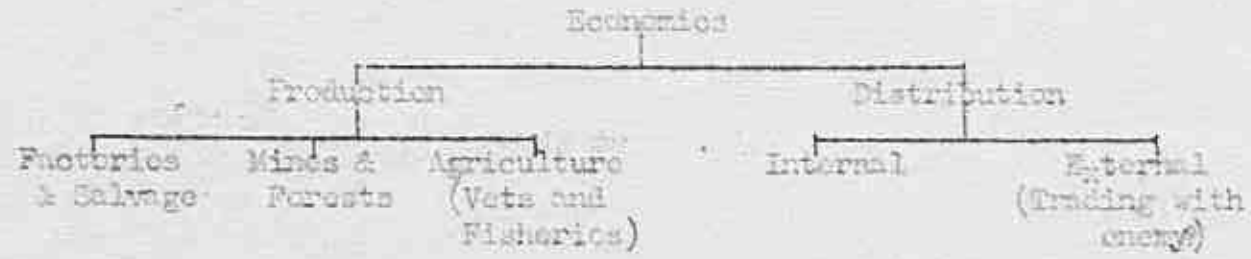

4. NOTES ON PARA (3)

(a) It is considered essential that production and distribution be handled by separate divs. The one is technical, or semi-technical, and the other commercial; and the offrs in charge will have, or should have, different backgrounds and outlooks to ensure maximum efficiency.

(b) PRODUCTION is divided into 5 secs, which could, in suitable territory, be compressed into 2 or perhaps 3.

(i) FACTORIES This is a clear-cut and self-explanatory div.

(ii) MINES AND FORESTS This div is possibly not a very logical combination. Forests might more properly be classed with Agriculture; but agricultural offrs will certainly have more than enough to do without taking on timber supply as well. 'Mines' include fuel (coal, lignite, peat and oil) and stone or other raw material workings.

(iii) AGRICULTURE Self-explanatory. This is a definite and very important branch of Production; and it is suggested that it is not logical or practical to divorce it therefrom, by setting up a separate gp.

(iv) FISHERIES This div will not be required other than in certain localised territories. Where it is required will carry sufficient work to warrant a separate offr (e.g. Norway)

1816

(v) SALVAGE The function of this div is to provide the Army and the Production side with as much raw material as possible, from salvaged sources; and to dispose of the remainder through the Distribution side.

No provision has been made for a LABOUR div. Labour will be common to all gps of the Co. org, and should, therefore, be handled centrally by a Labour Gp.

(c) DISTRIBUTION This part of the set-up fulfils a purely commercial function: viz. the disposal of all commodities either produced in or brought into the country.

(i) PRICE-FIXING & CONTROL This is essential and certainly a whole-time job, to be carried out in the closest working with the Finance Gp.

(ii) MARKETS, IMPORT & EXPORT The object of this div is to study, make recommendations in regard to, and finally to carry out the disposal of all goods of whatever origin: to arrange for import of such goods as may be indispensable; and to arrange for the export of manufactured and salvaged goods, as may be required. It is, in fact, the clearing house for the whole of the Production org, and for such other gps as may require to receive or dispose of goods of any kind.

(iii) LOCAL TRADING This div will concern itself with the commercial activities of the local population. In small or sparsely-populated areas, it might be combined with (i).

5. STAFF

It is considered that one offr will be required for each of the headings shown in para (3). In addition the three principal offrs (ECONOMICS, PRODUCTION AND DISTRIBUTION) will require the assistance of one offr each: while the sub-divs of Production and Distribution will either require a less number of offrs than that shown (by combination of functions in sparsely-populated or under-developed areas) or a greater number per sub-div (in highly-developed areas).

The proposed system is, therefore, elastic. But it is felt very strongly that the complexity of any country's economic system makes it a delicate and difficult thing for strangers to tamper with in a wholesale manner. From which it follows that the staff detailed for the purpose, should not be compressed below the point at which it can do efficient and useful work.

23 Mar 43.
AHC.

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CIVIL AFFAIRS STAFF SECTION

TRADE AND INDUSTRY IN OCCUPIED TERRITORY CA/310/T1

IN NORTHERN FRANCE, BELGIUM, AND SUNDRY NOTES

1. INTRODUCTION

This precis deals in general terms with the industry of N.FRANCE and BELGIUM. Further particulars are available for Trade and Industry specialists and will be issued to them.

The industry of GERMANY and ITALY will be dealt with in Regional Syndicates.

2. THE AREA UNDER CONSIDERATION

This comprises the whole of BELGIUM and in FRANCE the coastal districts North of the River SEINE, and includes the whole or part of the Departments of SEINE INFERIEURE, SEINE ET OISE, OISE, SOMME, PAS DE CALAIS, NORD, and a very small part of EURE. A rough map is attached as Appendix 'A'.

3. GENERAL INDUSTRIAL CHARACTERISTICS OF THE AREA

(i) FRANCE

(a) PAS DE CALAIS AND NORD

Together form one large and important industrial unity, alongside an extensive agriculture (cereals, sugar beet, hops, flax, vegetables and dairying).

Forests are not important, and consist mainly of hardwood.

Principal towns in PAS DE CALAIS are CALAIS, BOULOGNE, LENS, ARRAS; and in NORD, LILLE, ROUBAIX, TOURCOING, VALENCIENNES, DOUAI, DUNKERQUE.

Principal industries are:-

(i) coal mining in the area from DOUAI to VALENCIENNES, which produces 60% (25 - 27 million tons) of the total French coal output.
(ii) electric power, produced mainly in the coal mining area with some plants also in the LILLE district; all thermal plants.
(iii) coke ovens, also in the coal [illegible]

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This comprises the whole of [redacted] and in [redacted] the coastal districts North of the River SEINE, and includes the whole or part of the Départements of SEINE INFERIEURE, SOMME EN OISE, OISE, AISNE, PAS DE CALAIS, NORD, and a very small part of EURE. A rough map is attached as (A) within 'B'.

3. GENERAL INDUSTRIAL CHARACTERISTICS OF THE AREA

(A) FRANCE

(a) PAS DE CALAIS AND NORD

Together form one large and important industrial unity, alongside an extensive agriculture (cereals, sugar beet, hops, flax, vegetables and dairying).

Forests are not important, and consist mainly of hardwood.

Principal towns in PAS DE CALAIS are CALAIS, BOULOGNE, LENS, ARRAS; and in NORD, LILLE, ROUBAIX, TOURCOING, VALENCIENNES, DOUAI, DUNKERQUE.

Principal industries are:-

(i) coal mining in the area from LILLERS to VALENCIENNES, which produces 60% (25 - 27 million tons) of the total French coal output.
(ii) electric power, produced mainly in the coal mining area with some plants also in the LILLE district; all thermal plants.
(iii) coke ovens, also in the coal area. (Coke, gas, benzol).
(iv) iron and steel, at DENAIN, and in the VALENCIENNES district
(v) general engineering, particularly at LILLE
(vi) locomotives and rolling stock at DENAIN, LILLE, ANZIN, VALENCIENNES, RAISMES, BLANC MISSERON, DOUAI and ARRAS - total 45-50,000 wagons per year average.
(vii) chemicals, in LILLE and in the coal area (acids, fertilisers, ammonia, benzol)
(viii) cement, particularly at SAINGHIN, DOUAI, DENAIN, and DUNKERQUE. PAS DE CALAIS produces some 20% of the total French output
(ix) oil - refineries at DUNKERQUE and COURCELETTES (near DOUAI)
- synthetic oil plants at BILLY-les-MINES, LIEVIN and ISBERGUES - (40,000 tons per year total)
- storage, principally CALAIS, DUNKERQUE and LILLE

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(x) textiles at LILLE, ROUBAIX, TOURCOING (cotton and wool), ARMENTIERES and ARMENTIERES (flax), VALENCIENNES and CALAIS (rayon), CALAIS (lace and camouflage netting), DUNKERQUE (jute)
All not at a very low ebb, except for Rayon. Cotton manufacture is down to 1/5th of capacity.

(xi) alcohol distilleries (sugar beet industry) are widespread. French motor fuel contains up to 50% alcohol

(xii) miscellaneous - e.g. flour mills, vegetable oil mills, paper, quarries.

The whole area is of great significance to the German war machine, particularly as regards locomotives and rolling stock. But as coal-mining, coke ovens, power stations, chemical and metallurgical works are all interdependent the area is very vulnerable. The destruction of the coke ovens and power stations would bring the whole to a stand-still.

(b) SOMME

It is essentially an agricultural area, using modern methods.

The forest of CRECY is extensive and consists of hardwood.

Principal towns are AMIENS, ABBEVILLE, ALBERT.

Principal industries are:-

(i) aircraft, in ALBERT and HENAULT and AMIENS
(ii) textiles, in SOUTH AMIENS (flax and hemp and some jute)
(iii) locomotive, wagon and lorry repair shops, AMIENS: extensive, and probably in working order.

(c) SEINE INFERIEURE

Consists of two parts, the industrial region of the lower SEINE, and the agricultural region in the North East (cereals, flax, hemp, colza, sugar beet, vegetables, fruit, cattle and dairy produce).

Forests are considerable, mostly hardwood.

Principal towns are ROUEN, LE HAVRE.

Industry is mainly concentrated in ROUEN, LE HAVRE and their suburbs, and includes power stations, some aircraft manufacture, shipbuilding, some metallurgical and armament industries, chemicals and fertilisers, refineries and oil storage, paper (very large newsprint works) and textiles (cotton, hemp, and local flax).

(b) SOLEIL

In essentially an agricultural area, using modern methods.

The forest of [illegible] is extensive and consists of hardwood.

Principal towns are AMIENS, ABBEVILLE, ALBERT.

Principal industries are:-

(i) aircraft, in ALBERT and MERIGNIES and AMIENS
(ii) textiles, in SOMME VALLEY (flax and hemp and some jute)
(iii) locomotive, wagon and lorry repair shops, AMIENS: extensive, and probably in working order.

(c) SEINE INFERIEURE

Consists of two parts, the industrial region of the lower SEINE, and the agricultural region in the North East (cereals, flax, hemp, colza, sugar beet, vegetables, fruit, cattle and dairy produce).

Forests are considerable, mostly hardwood.

Principal towns are ROUEN, LE HAVRE.

Industry is mainly concentrated in ROUEN, LE HAVRE and their suburbs, and includes power stations, some aircraft manufacture, shipbuilding, some metallurgical and armament industries, chemicals and fertilisers, refineries and oil storage, paper (very large newsprint works) and textiles (cotton, hemp, and local flax).

LE HAVRE was the principal port for the import of cotton, coffee, cocoa, coal and timber.

The value of all this is now doubtful as extensive damage was done in 1940 and repairs have not been carried out.

(d) NORD

One of the richest agricultural regions in FRANCE (cereals, colza, beet, potatoes, flax and hemp, cider apples, cattle, horses and sheep).

Forests, mostly hardwood, cover a considerable part of the Department.

Principal towns are DUNKIRK, LES ANDELYS, [illegible], [illegible] PONT AUDEMER.

Industrial activity has little significance. The most important is perhaps the textile industry at DOUVRENDS, PONT [illegible], [illegible] and DUNKIRK (cotton and flax). There are considerable [illegible] of small

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engineering works.

(c) SEINE ET OISE

The outer Parisian suburbs form a highly important industrial area, while the remainder of the Department is a rich agricultural district whose produce goes to feed PARIS. Principal towns - VERSAILLES, CORBEIL, PONTOISE, RAMBOUILLET. The Department is not important for the purpose of this Summary, but it should be noted that the Department and the suburbs of PARIS in particular, count for a good deal in the following manufactures:- aircraft, rolling stock, automobile components, precision instruments, machine tools, general and electrical engineering and cement.

(f) OISE

This is a predominantly agricultural Department (cereals, potatoes, sugar beet, cattle and dairying).

Portable and considerable - COMPIEGNE, MERU-MONTIER, CREPY-EN-VALOIS, CREIL-SUR. Principal towns - BEAUVAIS, CHANTILLY, CREPY-EN-VALOIS, COMPIEGNE, NOYON, CREIL, SENLIS.

Except for the considerable metallurgical and rolling stock works at CREIL and a motor tyre factory at CLAIRMARAIS, industry West of the OISE R. is not important. There are a number of alcohol distilleries, furniture and wooden goods are made in the BEAUVAIS district, and there are textile works at BEAUVAIS and CREVECOEUR. At VILLERS ST PAUL is an important dyestuff plant, probably now producing war gases; and at VILLERS ST PAUL a nitrogen factory.

(ii) [illegible]

This is one of the most highly industrialised countries in Europe. It is not possible, therefore, to go into any detail in the time allotted in regard to individual industries, nor to give an adequate picture of the whole economy.

Coal and Coke is [illegible]'s main contribution to the German war machine. The coal goes by rail to the RUHR; the coke goes to steelworks in LUXEMBURG, and the wagons return with iron ore.

Coal output has decreased from 30 million tons a year to 24.

The principal coal areas are those of [illegible] (coking and gas coals), [illegible] (boiler coal and anthracite), [illegible] (boiler coal and some

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(i) [redacted]

This is a predominantly agricultural Department (cereals, potatoes, sugar beet, cattle and dairying).

Forests are considerable - [redacted], [redacted], [redacted], [redacted].
Principal towns - [redacted], [redacted], [redacted], [redacted], [redacted], [redacted], [redacted].

Except for the considerable metallurgical and rolling stock works at [redacted] and a motor-type factory at [redacted], industry West of the [redacted] is not important. There are a number of alcohol distilleries, furniture and wooden goods are made in the [redacted] district, and there are textile works at [redacted] and [redacted]. At [redacted] is an important dyestuff plant, probably now producing war gases: and at [redacted] a nitrogen factory.

(ii) [redacted]

This is one of the most highly industrialised countries in Europe. It is not possible, therefore, to go into any detail in the time allotted in regard to individual industries, nor to give an adequate picture of the whole economy.

Coal and Coke is [redacted]'s main contribution to the German war machine. The coal goes by rail to the [redacted]; the coke goes to steelworks in [redacted], and the wagons return with iron ore.

Coal output has decreased from 22 million tons a year to 24.

The principal coal areas are those of [redacted] (coking and gas coals). [redacted] (boiler coal and anthracite). [redacted] (boiler coal and some anthracite). [redacted] ([redacted]) (mainly coal and newly-developed modern mines - centre [redacted]).

Water transport is largely used in connection with the collieries.

In pre-war days the output was managed and controlled by the Comptoir Belge des Charbons.

Iron and Steel is important; but most of the steel is low grade and unsuited for armaments. Production is now about 30% of capacity. The ore comes from [redacted] and [redacted].

The industry is situated mostly in the [redacted] and [redacted] coal districts.

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Number is very recent; a 12-mile ocean area at 20°.

Electric Power and Gas are both supplied on this system. The electric
grid is very good as the result of power shortages here, all villages
have electric lights.

4. Location of Base

For convenience this report is organized by activities
according to their relationship: a) Operations (for Base
Commander's Information); b) Intelligence (for Intelligence
Officer); c) Communications (for Communications Officer);
d) Security (for Security Officer); e) Personnel (for Personnel
Officer); f) Administration (for Administrative Officer); g) Supply
(for Supply Officer); h) Medical (for Medical Officer); i) Special
Activities (for Special Activities Officer). The "principal officer"
shall be held to be that responsible person designated by the
Commanding Officer to be in charge of that activity.

5. Local Authorities

All interactions as to those with the Federal Republic of Bestland
will be conducted in the Bestland language. Most of the Bestland
officials in the area can also communicate adequately in
English. Relations with the Bestland authorities are generally
friendly and cordial. Relations with the public are also
friendly. Relations with the Bestland Police Force are
cordial and cooperative. Relations with the Bestland Armed
Forces are cordial and cooperative. Relations with the
Bestland Customs Service are cordial and cooperative.

6. Off-Base Privileges

In Fraser there are five classes of enlisted personnel:

condition of industry in their respective areas. The 'Priority Grading' should be left blank, to be filled in when a directive is received or the circumstances are known.

5. LOCAL AUTHORITIES

Full information as to these will be given in Regional lectures. The only point to mention here is that on the Continent they possess properties such as mines, quarries, forests, lands, and also own public services such as gas, electricity, tramways, water-supply to a greater extent than is usual in ENGLAND. Also, they are responsible for roads (other than routes Nationales) and public buildings.

6. COMMERCE IN FRANCE AND BELGIUM

In FRANCE there are five classes of traders:- Societe anonyme (public company)
Societe a Responsabilite limite (private company)
Societe en nom collectif (partnership)
Private Traders
Co-operative Societies, who pay no taxes and are subject to special laws.

All are registered at the Local "Tribunal de Commerce", a section of the Civil Court. Books are checked by the "Inspecteur des Finances", a Government official. Payments between big firms are usually made by cheque. Small traders distrust banks, and payments by them to big firms is usually by "traite", or bill, presented by the firm's bank to the trader who then pays cash and receives the traite as his receipt. The Postal Cheque system is popular in rural districts and is run by the Post Office which in this case takes the place of a bank.

Chambers of Commerce may be useful to CAOs. Most traders are members of trade syndicates or associations of which representatives will be found in the larger cities and towns.

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In BELGIUM there is not the same distrust of Banks: business is normally carried on by cheque or by postal cheque in the case of smaller traders.

7. CENTRALISATION OF INDUSTRIAL CONTROL.

In FRANCE there was originally a considerable evacuation of staff and plant, some of which was subsequently returned.

Industry generally is short of raw material and only those plants are working which serve the enemy's purpose. It would seem that some 50% of the employer class are collaborationist for one reason or another.

In many cases the enemy has purchased large interests in the principal French industries.

The CGT, the CG du Patronat, and the Comité des Forges have all been suppressed.

French Central Organisation Committees (Comité d'Organisation) one each for coal, steel, engineering, etc., have been set up, with corresponding Regional and local committees: the actual manufacturer is responsible to the latter.

French Central office for Raw Materials (Comité de Repartition) (with sections for coal, steel, non-ferrous metals, etc.) controls centrally the distribution of all raw materials.

German WIRU organisation (Wehrwirtschaft und Rüstungsstab-Frankreich) is responsible for inspection, and has five inspectorates at PARIS, DIJON, BORDEAUX, ANGERS, ST. GERMAIN, respectively.

German ZAST organisation (Zentralauftragstelle) places all orders.

German MICHEL economic organisation links together the whole system.

In BELGIUM, which is administered with the addition of the French Departments of NORD and PAS DE CALAIS, the same system operates.

BELGIUM has been exploited ruthlessly and industry generally is at a low level. Speaking generally, the Belgians, both employers and employees, have done everything they can to thwart the enemy's purpose.

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German ZAST organisation (Zentralauftragstelle) places all orders.

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In BELGIUM, which is administered with the addition of the French Departments of NORD and PAS DE CALAIS, the same system operates.

BELGIUM has been exploited ruthlessly and industry generally is at a low level. Speaking generally, the Belgians, both employers and employees, have done everything they can to thwart the enemy's purpose.

The same principle of buying into Belgian industry has been pursued, and branches of German Banks have been set up in [illegible] to further this end: and many German firms have established branches in BELGIUM to take over businesses formerly handled by British, French and Dutch nationals.

Requisitioning is wholesale: e.g. the textile industry has to hand over 80% of its production, the tanning industry 75%, the leather industry [illegible] and so on. In certain coalfields, [illegible] of the output is taken.

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Over [illegible], both in Tripoli and Benghazi, there is under, with [illegible] Italian, Arab, Jewish, Greek and Maltese experts who [illegible] with the interests of the Axis.

Our [illegible] will be [illegible] to see promptly set up military administration, which will be to re-establish the maintenance of order and [illegible] from the chaos which the forcible occupation of the country will inevitably leave behind.

C. [illegible]

It is NOT intended that the British taxpayer shall pay for the reconstruction of occupied territory: that is the responsibility of the owners of property or of the local authorities who will use, under the ultimate authority of the Commander in Chief, the ordinary revenues of the territory for the purpose.

If [illegible] should arise, either in regard to public undertakings (e.g. public works) or to private enterprise (e.g. factories, etc.) in which the necessary finance is for any reason not forthcoming from [illegible] sources, but where action is clearly needed for the furtherance of the war effort, it becomes the duty of Civil Affairs officers concerned to put up a proper case, with estimates, to the Financial officers. The latter will then either give or obtain authority for the required expenditure, and will arrange for the necessary finance and accounting; or the project will be turned down.

A Civil Affairs officer has no authority to incur expenditure without the approval of the Finance officers; nor, apart from any imprest account which he may have, does he handle cash.

D. MANUAL OF MILITARY LAW 1929 - Amendment No 12 - Chapter XIV, sections VIII and IX gives full information as to the administration of occupied territory, and should be read.

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UNITED ATLANTIC SALES CENTRE

TRADE AND INDUSTRY GUIDE

INDUSTRIAL LOCATION TABLE

SERIES-INTERESTURE

Ref Map: ITW EUROPE 1:250,000 Sheet No 4 (GSGS 4042)
Source: CA/P/65/5 dated NOV/2.1. dated 7 Nov 62, revised Feb 63.

NOTES: A - The more important industries only have been included in this tabulation.

B - Indicate not opposite each city or town industry the number of works or plants situated in town under each place of industry.

C - Places marked + are in RUHR District.

ATLANTIC SALES CENTRE	Map Ref	Aircraft & Components	Shipbuilding & Repairs	Iron & Steel	Non Ferrous Metals	Locomotives	Machine Tool & Engineering	Armaments	Chemicals & Explosives	Petrol Storage	Paper Mills	Glass Works	Vegetable Oil Refineries	Alcohol Distilleries	
ANDEVILLE s/SOTE	M25													1	
BLANCY s/EPOSSE	M26											1			
CAUDEBEC en CAUX	E23	1													
+ CATENIERE	M21		1												
+ DEVILLE les ROUEN	M21				1				1	3					
DIEPPE	M25		1												
ELBEUF	See Sheet No 7					2		1							
EU	M25														
FAUVILLE	D21														
HONFLEUR	E25			1											
PONTAUDE le DEY	M25														
+ GRAND QUEVILLY	M20														
GUSSCLLE	M26														

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Map Ref		Abrasifs & Récupération	Chaudronnerie & Tôlerie	Electricité & Téléphone	Entretien & Nettoyage	Fournitures de Bureau	Imprimerie & Papeterie	Matériaux de Construction	Menuiserie	Outillage & Petit Matériel	Peinture & Vernis	Plomberie & Sanitaire	Produits Chimiques	Quincaillerie	Transports	Divers
125	ARCEUIL s/SCIE															
126	BAGNEUX s/BIEVRE															
192	CAUDERAN on CAUX	3														
101	+ CANTELEU		1													
101	+ DEVILLE les ROUEN			1												
126	DIEPPE			1	3											
See Sheet No 7	EBEUF				2				1							
127	EU															
128	FAUVILLE															
175	FECAMP															
105	FONTAINE le DUN															
130	+ GRAND QUEVILLY															
156	GRUCHET															
152	HAUTEVILLE															
148	HAVRE (LE)				2	6	2	4	2	2						
165	HOUDET au BOSC															
167	INCHEVILLE															
167	LONGMOY															
111	+ MAROMME							1								
166	NEUFCHATEL-HARDELOUSE															
150	+ OISSEL									1						
101	+ QUEVILLY (Centre)					1	1	1		1						
101	+ QUEVILLY (Petit)					1		1		1						
150	ROUEN															
211	+ ROUEN							4								
167	ROUSSIERES SOUPLETTES															
150	+ ST. AUBIN les ELBEUF															
111	+ SOTTEVILLE									1						
181	THIBERVILLE															
191	TOURVILLE (LA)									1						
182	VERNEUIL															
191	VERNON															
193	YVETOT															

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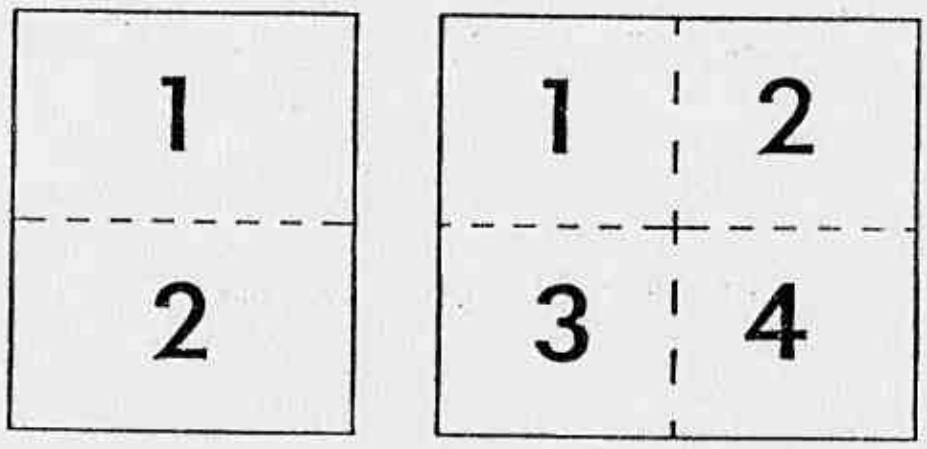
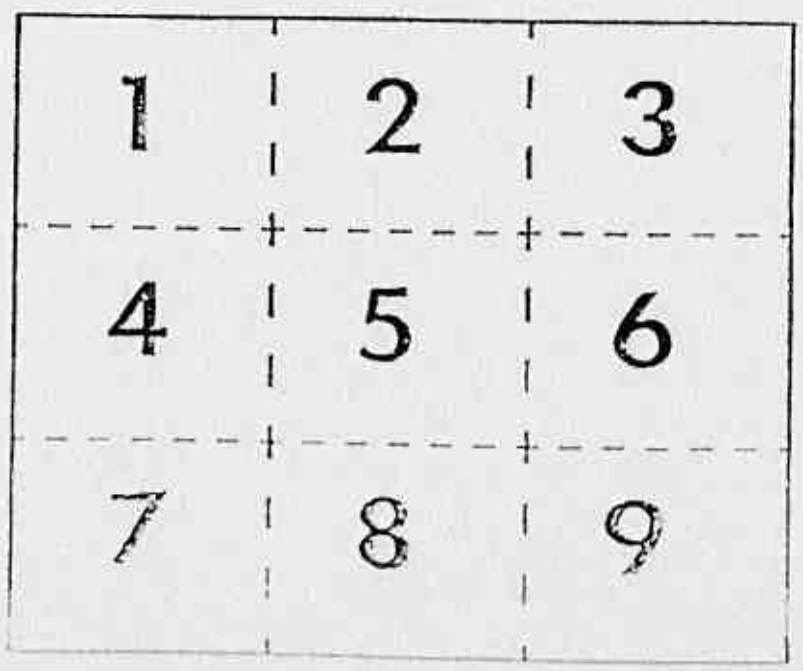
Dec

MAPS AND CHARTS TOO LARGE TO FILM
ON ONE EXPOSURE ARE FILMED CLOCKWISE
BEGINNING IN THE UPPER LEFT CORNER,
LEFT TO RIGHT, AND TOP TO BOTTOM.

SEE DIAGRAMS BELOW.





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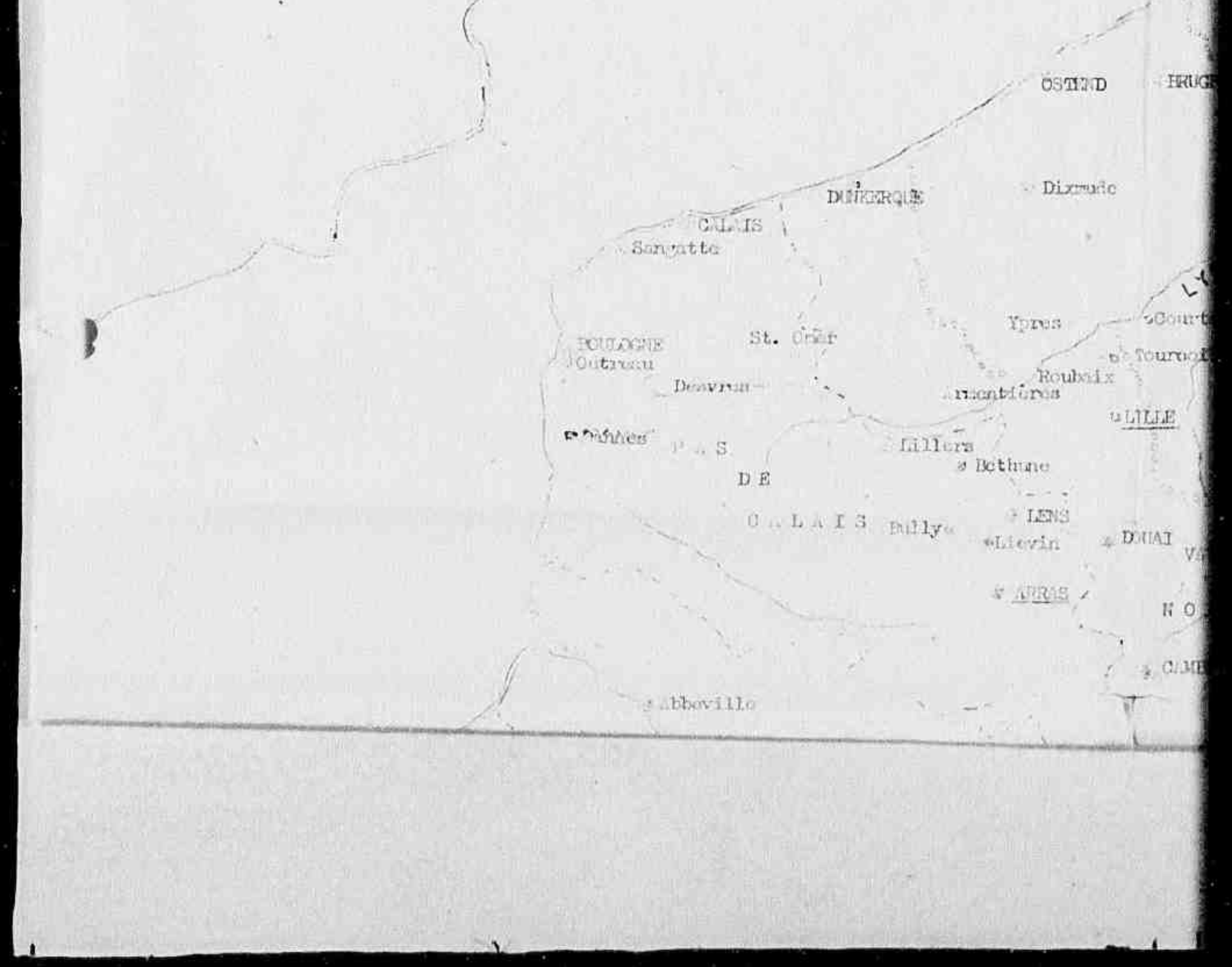

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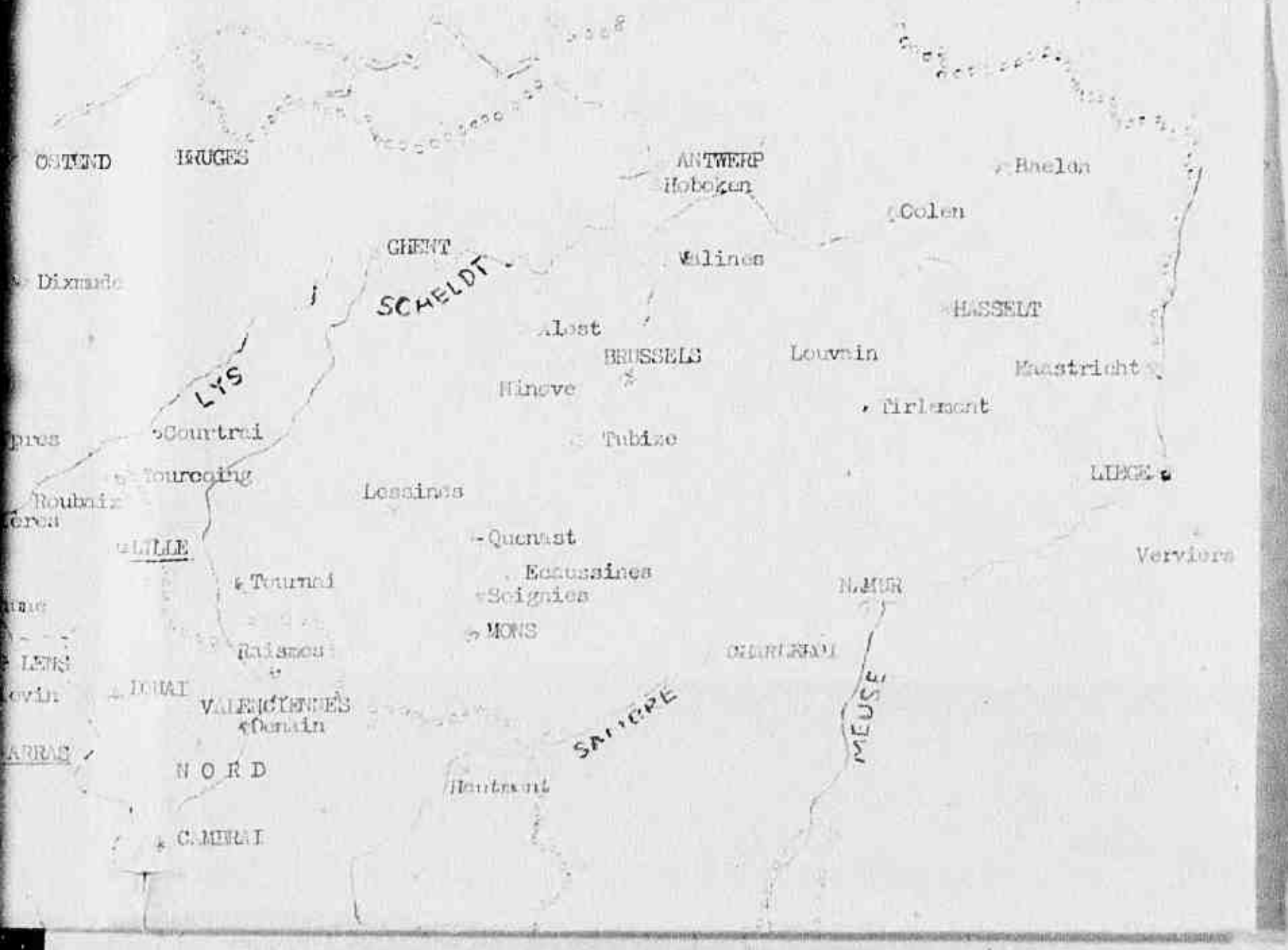
APPENDIX "B"



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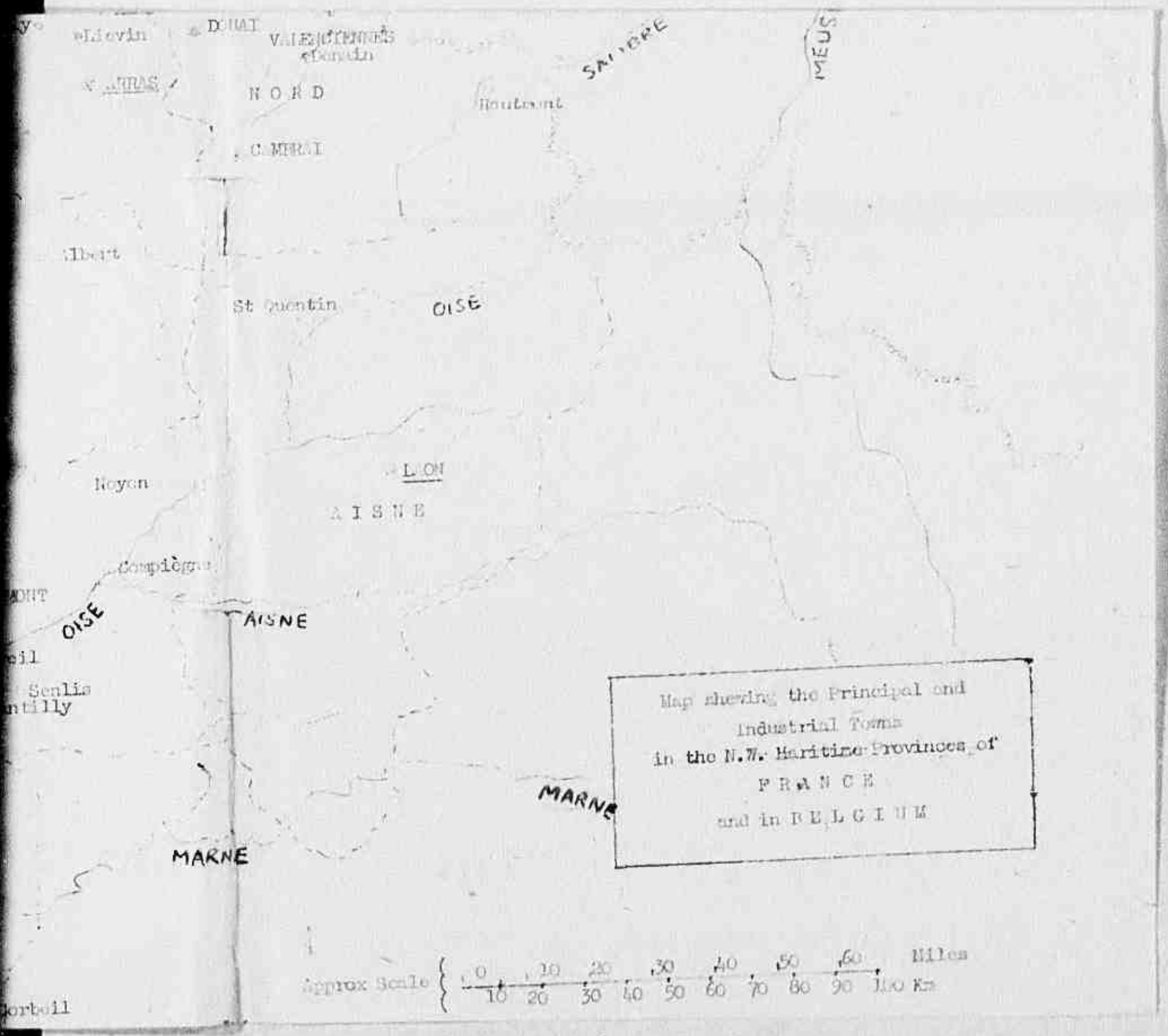

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CIVIL AFFAIRS STAFF CENTRE CA/311/R1

TRADE AND INDUSTRY IN OCCUPIED TERRITORY

III. SALVAGE

(see Section 23 (page 73) Military Manual of Civil Affairs)

1. INTRODUCTION

Salvage is vital to our war effort in any territory.
Salvage is valuable raw material awaiting a fresh use.
Salvage is NOT 'old junk', but good material in the wrong place.

A good salvage organisation will be essential and invaluable in a territory ravaged by war to which import will be either impossible or infrequent. Such a scheme will bring to civil rehabilitation its earliest source of raw material.

The scheme will ensure that collection, disposal, storage, and accounting are all done in a business-like and economical way.

It is the duty of the Chief Recovery Officer in the field to lay down the principles upon which the salvage problem will be tackled.

2. ARMY SALVAGE

The Army gives to the salvage of its own unserviceable stores the importance which it deserves. At the War Office there is a Director of Salvage; at GHQ in the field a Deputy Director of Salvage (Colonel), at each Army HQ a Deputy Assistant Director (Major), and at each Corps HQ a Salvage Officer (Captain).

Each CORPS has one Corps Salvage Unit (1 officer (subaltern) and 42 ORs).

There are Special Salvage Units (1 Capt, 2 Subalterns and 43 ORs) for L of C and BASE areas.

These are specialists, trained in dealing with the disposal of Salvage, NOT with its collection.

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Each CCRE has one Corps Salvage Unit (1 officer (subaltern) and 42 ORs).

There are Special Salvage Units (1 Capt, 1 Subaltern and 43 ORs) for L of C and BASE areas.

These are specialists, trained in dealing with the disposal of Salvage, NOT with its collection.

The collection of Salvage is the responsibility of the COs of each and every unit in the field.

The system of collection is shown diagrammatically in Appendix "A". At Corps salvage dumps the material is sorted into categories which are divided into:-

(a) fit for immediate re-issue

(b) fit for re-issue after repair

(c) material to be evacuated

(d) material which it would be false economy to evacuate.

Material for evacuation is railed from railhead to Base Salvage Depots, which acts as bases for shipment.

The ruling principle at any Salvage dump is to ship material out of it quickly. A dump represents ill material; and this material must be put to work again with the least possible delay.

3./

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3. CIVIL SALVAGE

The object of Civil Salvage is to collect otherwise unserviceable material of all kinds, to sort it, and to re-issue it as soon as may be to those places where it can be re-used, either before or after re-conditioning.

Civil Salvage is NOT concerned with any military material.

The necessary organization can be based on that of the Army.

In place of the Commanding Officer and his Unit there is in FRANCE, for example, the Maire and his Commune, which should be made the unit of Salvage collection.

No salvage scheme will be successful without a sustained appeal to the individual to become salvage-minded.

Each commune should be encouraged to form its own small dump. Here there should be clearly marked containers for the various classes of small salvage, e.g. paper, waste oil, small metal, rags, etc. Army salvage depots or dumps will probably be willing to supply 5 gal. drums, 4 gal petrol tins and some sacks for this purpose. The value of salvage is much enhanced by early sorting.

These dumps should be cleared periodically by whatever transport is available, and taken to the equivalent of a Corps dump, in number and location as may best suit the Region. Ideally, transport which would otherwise be travelling empty should be used.

At these Regional dumps there must be a staff of some kind analogous to a Corps Salvage unit, and they must be trained in their duties.

The industry and geography of any particular Region, and the general salvage policy, will decide whether further central depots, equivalent to Base Salvage Depots are required or not.

It will probably be found more satisfactory, in considering the whole zone of occupation, to organise salvage from back areas forward, and NOT from forward areas backwards as does the Army; but in any case salvage schemes should be started as soon as circumstances allow.

4. REQUIREMENTS FOR A SALVAGE DEPOT

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4. REQUIREMENTS FOR A SALVAGE DEPOT

The following description applies to a central salvage depot of some considerable size, handling, say, 1000 tons turnover per month. The principles are, however, applicable to a depot or dump of any size.

(i) THE SELECTION OF A SUITABLE SITE will be governed by

(a) Accessibility to the main probable sources of salvage. viz, public utilities and works, and industries.

(b) Transportation facilities. It is essential that there should be both road and rail access and that :-

(i) Railways have good sidings with off-loading platforms capable of handling a minimum of 12 trucks at a time.
(ii) Road entrances should be wide, without defile approaches and away from cross-roads: (bombing.)
(iii) Canal Sites should NOT be adjacent to locks: (bombing.)

Sites/

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Sites will be situated in consultation with the Q staff of the CA Region, or with the Q staff of the Commander of the area concerned if the former is not existent.

Before approaching Q the whole scheme for the area should be thought out and plotted on a map.

(ii) SIZE OF DEPOT

A reasonable size is 250,000 sq ft (about 6 acres), exclusive of office and other accommodation.

When selecting a site, space for expansion should invariably be considered and earmarked, up to a total of 750,000 sq ft (18 acres) for the whole depot.

These figures are intended simply as a guide; it is better to have too much space than too little.

(iii) LAYOUT OF DEPOT

The following points all require careful consideration :-

(a) Unloading Ramp - to receive salvage as it arrives in "bulk". The ramp should be of sufficient length to permit of rapid off-loading from rail wagons; and also, if possible, of sufficient width to allow initial sorting of the bulk dump into commodities. For handling of heavy material (girders, etc.) a crane has obvious advantages, particularly if mounted on a truck.

(b) Commodity Bays or Sheds - for storage of :-

(i) Metals - Iron - wrought, cast, scrap (heavy and light)
Steel
Motor Transport scrap
Brass
Copper
Aluminium
Tin
} under lock and key.

(ii) Timber
(iii) Building materials
(iv) Rubber
(v) Textiles - jute, hessian, wool, linen, cotton, silk.
(vi) Foodstuffs
(vii) Miscellaneous

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(vi) Foodstuffs
(vii) Miscellaneous

In each bay, each commodity will be graded as in paragraph (2) above.

(c) Covered Bays will be required to store reconditioned and serviceable material prior to disposal; or material which can be deteriorated by weather (e.g. paper, rags, foodstuffs)

(d) Traffic should, wherever possible, be "one-way" throughout the depot. This applies both to vehicles and material.

(e) Transport - will be both internal and external.

(i) Internal - per 1000 tons turnover per month -
Lister Trucks 2
Lorry (3ton) 1
Flats (10ton) 1

Decauville truck and trucks will, if obtainable, make very considerable economies in the use both of labour and ground.

1855

(ii)/

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(iv) External - delivery to and removal from dumps or depots will be provided by Civil Affairs officers concerned with transport and transportation.

(f) Office accommodation must be allowed for, with adequate space for filing and records.

(g) Fire Precautions should include provision of static water and extinguishers. The fire-fighting scheme should be drawn up in consultation with the Civil Affairs officers concerned, and all depot personnel should be conversant with it.

(h) Hygiene - Vermin and infection must be guarded against; a scheme, to include the provision of protective clothing if necessary should be drawn up in consultation with Hygiene officers. Personnel handling tins and metals should preferably be inoculated against tetanus.

(j) Security against pilfering will be difficult to ensure but can be assisted by

(i) Civilian day gatemen, night watchmen, and in exceptional cases, military guards
(ii) Wire
(iii) Identity cards for employees at the depot, none of whom will be employed without a satisfactory report from the Police.
(iv) Lock-up storage for valuable material.

(k) Tidiness and good order are essentials. Good signposting is very helpful.

Appendix "B" shows a diagrammatic layout for a Salvage Depot.

(iv) LABOUR - per 1000 tons turnover per month (intended as a guide only)

Clerks	4	
Foremen	2	1 each for Traffic and Stores
Graders	4	1 each for Metals and Motor Transport Scrap, textiles, food, miscellaneous
Skilled Labourers	2	1 each for Metals and textiles

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Foremen	2	1 each for Traffic and Stores
Graders	4	1 each for Metals and Motor Transport Scrap, textiles, food, miscellaneous
Skilled Labourers	2	1 each for Metals and textiles
Unskilled Labourers	50	plus additional labour as required.
Watchmen	6	2 as day watchmen

Wages will be laid down by Wages Board. Accommodation may be necessary.

(v) ACCOUNTANCY will be carried out according to methods laid down by Finance officers.

5. COLLECTION OF SALVAGE

It is presumed that the methods to be employed to secure possession of salvage in an occupied territory will be laid down in the CRO's plan. Whereas military salvage is the property of the Army, civil salvage is not, but belongs to the individuals of the civil population. The CRO's plan will have to take account of this; and wherever small house-to-house

salvage/

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...selves may be voluntarily surrendered or in ...
...cooperation with the ... in the case of heavy ...
...retain from the ... of protective ... the ...
...the necessary ... that ... not ...
...with the ... in conjunction with ...
...offense, with the local authorities.

The second ... to be collected, and ... to ...
...by either ... of direction in conformity ...
...for the ... of the ... territory, or by ...
...on the spot in ... with the circumstances.

6. Disposal of Arms

Advice is to be requested ... of private ... now ...
...the ... centers to the ... of the General ...
...territory or ... is to be made ... central ...
Such ... can be returned ... authorities will be ...
returned. ... as ... needed ... will be sent to ...
the ... plants if they exist.

How ... a financial policy will be required ... to the ...
to industry, or to local authorities for this new ...

The ... of local ... to use to achieve ...
...of ...

7. (illegible)

a. ... to advise ... to submit a ...
Advise ... the ... to the ...

8. Procedure

Salvage is to be regarded as a supply to valuable raw material. Its disposal will therefore conform to the requirements of the general industrial policy of the territory or Region, i.e. it will be used for essential needs only.

Such as can be returned direct into industry or public services will be returned. Such as requires reconditioning or re-making will be sent to the appropriate plants if they exist.

There also a financial policy will be required as to the prices to be charged to industry or to local authorities for this raw material.

The licensing of local traders to act as Salvage brokers may be a convenient method of distribution.

7. LIAISON

CA officers IC salvage should remember to maintain contact with the Army Salvage Directorate, the Naval authorities at Ports, and the R.A.F.

8. APPENDICES

A - Evacuation of Military Salvage in the Field.
B - Suggestion for a Salvage Depot.
C - Notes on certain classes of salvage.
D - Some facts in regard to the uses of salvage.

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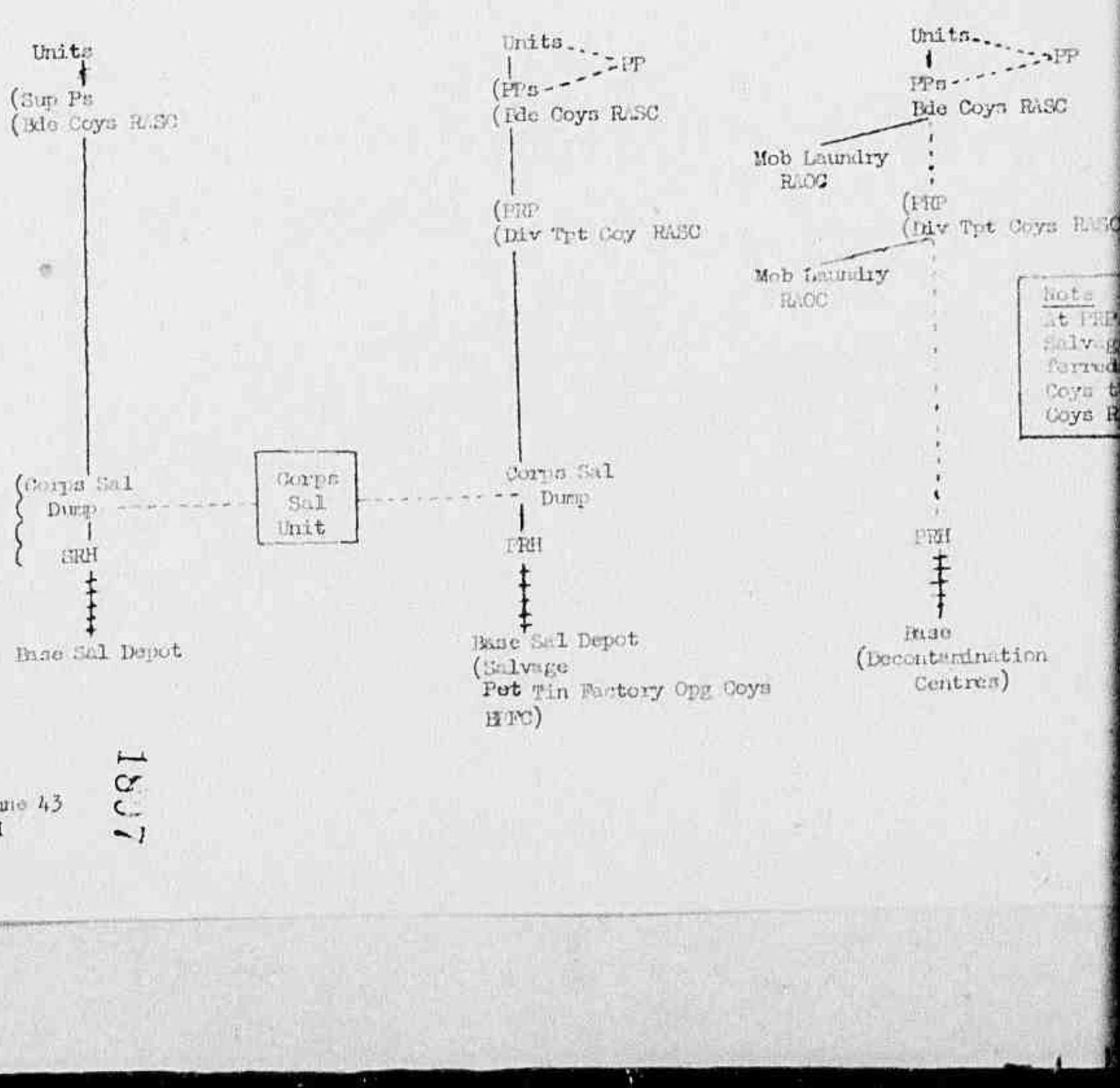
EVACUATION OF MILITARY SALVAGE IN THE FIELD



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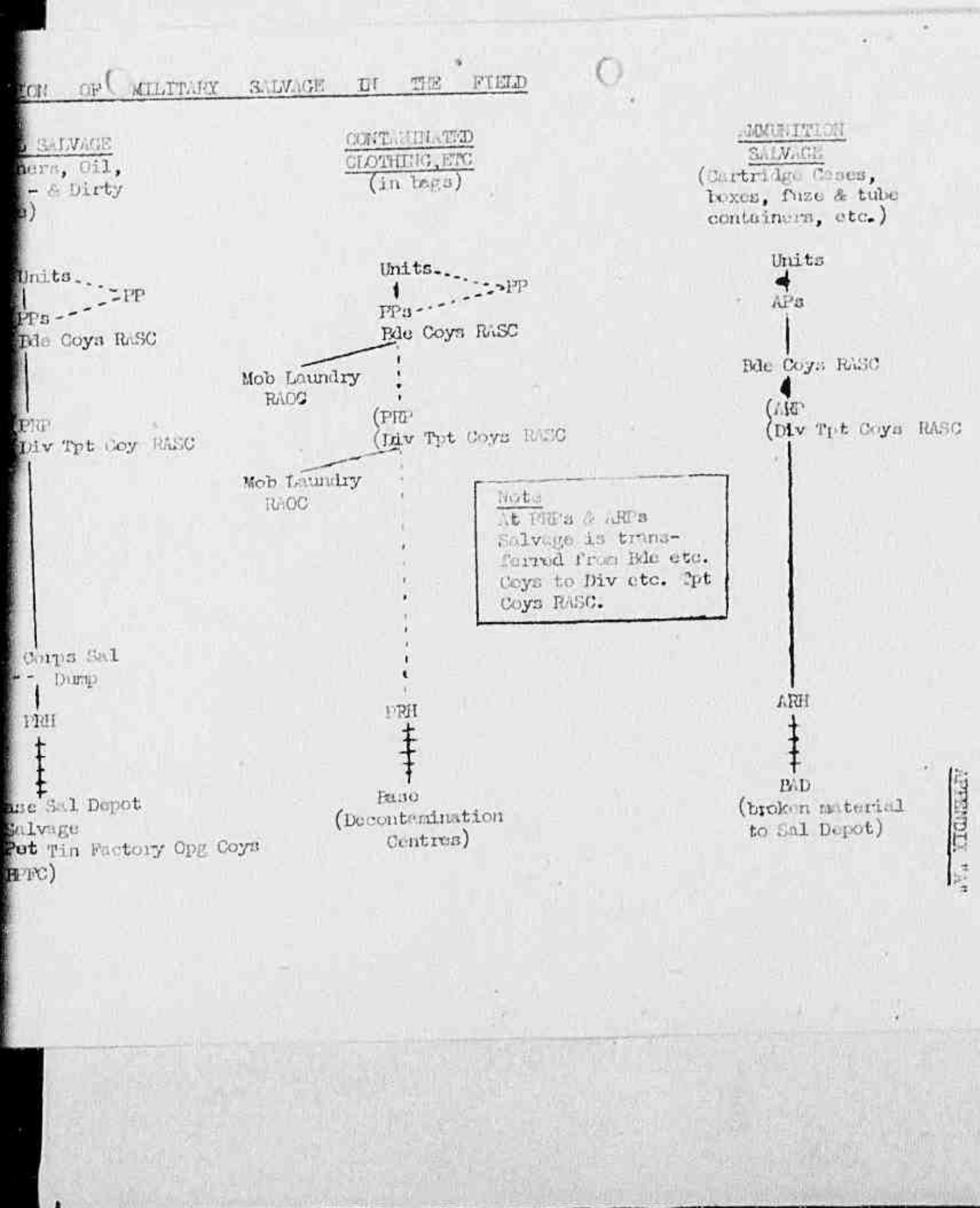
TION OF MILITARY SALVAGE IN THE FIELD



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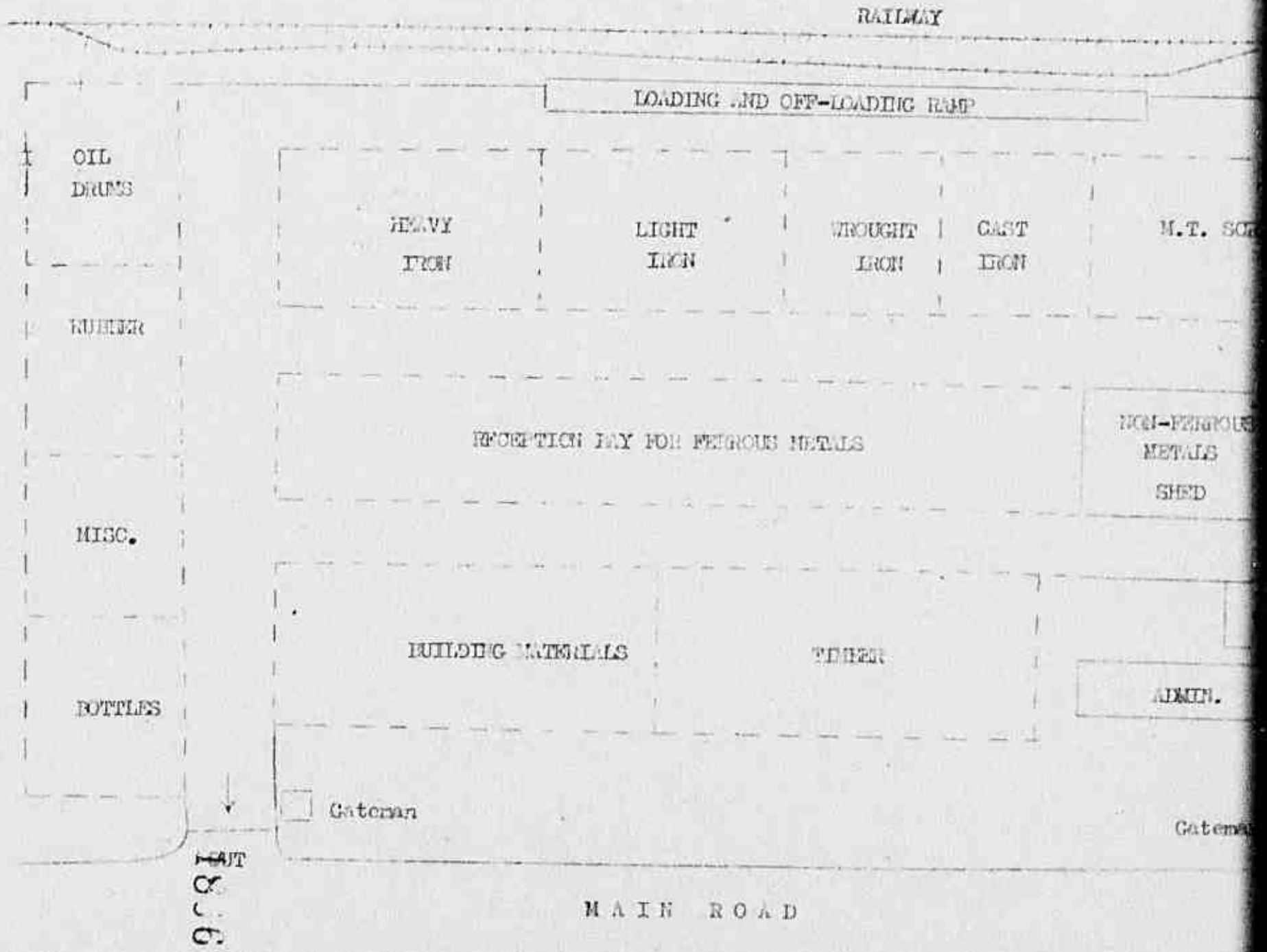

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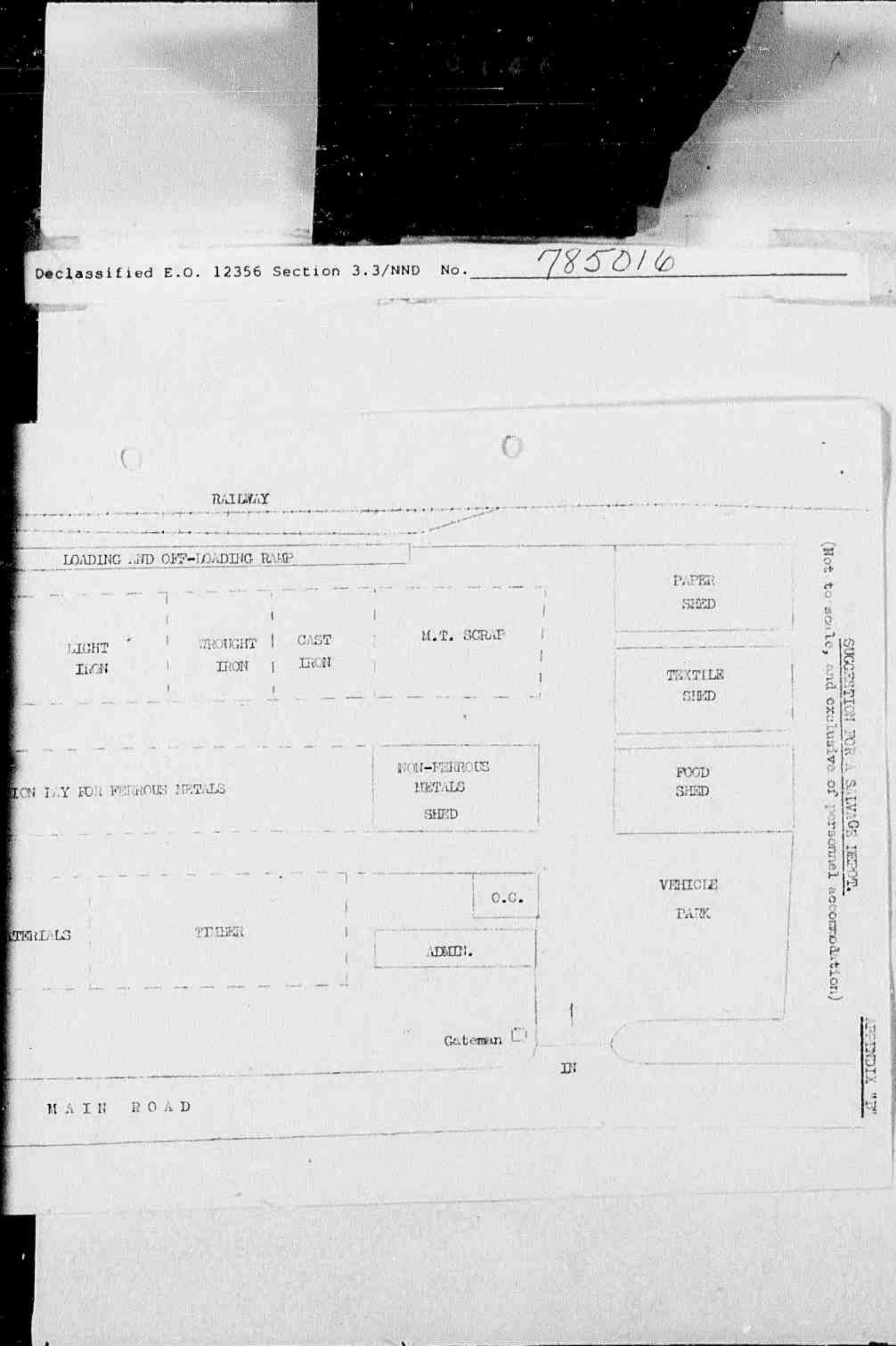

SUGGESTION FOR A SALVAGE DEPOT.
(Not to scale, and exclusive of personnel accommodation.)

APPENDIX "F"

APPENDIX "C"

NOTES ON CERTAIN CLASSES OF SALVAGE

(i.e. what to do at Communal Dumps with material collected there)

Bottles and Jars will be crushed and packed in sacks.

Bone, celluloid and plastic materials (e.g. old toothbrushes, etc) will be made up separately into small packages.

Bones will be collected in sacks or 4 gal petrol tins.

Cartons will be folded flat and tied in bundles.

Crates and Packing Cases will NOT be used as kindling wood if they are still serviceable.

Cement and Sugar Bags will be shaken out and tied in bundles of 50: and kept dry.

Drums, (oil, paint, paraffin) must be taken care of. Extra holes must not be punched in them. Paint drums with a heavy residue of paint are useless.

Electric Bulbs are repairable and will be preserved.

Food tins must be scalded and crushed. They must not be used again.

Glass (broken) Small quantities are best buried. Large quantities can be packed in 4-gal petrol tins.

Meat Wrappers will be washed and sorted.

Oil waste will be stored in 5-gal drums (NOT paint drums). Engine and gear oils will be kept separate: as will crank-case waste.

Paper must be kept dry. It will be sorted into the following classes :-

Newspaper - folded flat and bundled
Books, periodicals - tied in bundles
Cardboard - folded flat and bundled
Brown paper - folded flat and bundled
Mixed office waste - packed tightly in sacks etc.
Mixed waste - packed tightly in sacks etc.
Carbon, tarred, oily, or waxy paper is only of use for kindling purposes.

Petrol Tins. As many as possible should be taken into use as containers. Only in the last resort will they be considered as scrap.

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Petrol Tins. As many as possible should be taken into use as containers. Only in the last resort will they be considered as scrap for melting down. They should then be crushed and tied in bales.

Suggested uses for petrol tins are :-

To replace sandbags.
To make blast and splinter-proof walls, and for revetting.
For collection and storage of household etc. foods.
As pails in cookhouses for heating water.
To make shed walls and overhead cover by opening out and flattening.
As substitutes for drain pipes and garage traps.
As sand and water containers for fire fighting.

Rags must be kept dry to prevent rotting and fire. Different kinds (cotton, linen, wool, silk, rayon, jute, hemp, etc.) will be packed separately in sacks.
Cotton waste will be packed separately.

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Rope, cordage and string will be packed in cases.

Sacks will be dried, shaken free of grit etc., sorted into serviceable and unserviceable, and bundled.
Paper sacks and cloth sacks should be kept apart as from other kinds and from each other.

Sandbags. Jute is now scarce. They will be treated as for sacks.

Scrap Metal should be (in the first instance) roughly sorted into 2 classes :-

Ferrous - i.e. iron and steel of all kinds
Non-ferrous - i.e. brass, copper, tin, bronze, lead, zinc, nickel, pewter, aluminium, etc.: all are metals which do not respond to a magnet.

Strips of light metal will be tied in bundles.
Wire should be coiled, rolled round a drum, or bundled.
Silver paper and lead foil should be folded flat and kept separate.

Timber will be sorted according to size and condition.

Tins: All tins with lids or caps can be re-used if clean and free from rust.
Tins without lids will be dealt with as Waste Tins.(q.v.)

Tyres and Rubber of other kinds should be kept separate.

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APPENDIX "D" (to CA/311)

SOME FACTS IN REGARD TO THE USES OF SALVAGE

1. WASTE PAPER is chopped up and pulped in hot water. The fibres are then separated by a beating process in water. Rags and bits of string are removed mechanically, and the pulp is then transferred to a tank in which a perforated cylinder revolves and picks it up. From the surface of the cylinder an endless blanket picks up the pulp, forming a wet sheet. The sheet is then compressed and dried and wound into rolls of new paper.

Salvage paper must be reasonably clean, but printing, writing, or colour is immaterial. Paper requires skilled sorting before it is re-made (50-70 grades).

The raw material of paper is mostly soft-wood: cotton, linen, hemp, jute, esparto grass, or straw are also used: nearly all of these have to be imported.

Between November 1939 and August 1942, 2,250,000 tons of paper was salvaged in UK. To transport that amount from abroad would have required 450 ships each of 5,000 tons cargo capacity.

1 TON of PAPER will make :- 100 4.5 AA shell containers
or 500 40 mm " "
or 27,000 demolition cartons for TNT

2. LIGHT METAL (tin cans, scrap sheet, etc.)

A tin can is sheet steel covered with a thin coating of tin (more usually lacquer now). The tin coating can be recovered by a chemical process provided the tins have not been flattened out; and the tin then goes to make solder. Tins that have been flattened out (steam-roller) are baled and sent to the steelworks where they are melted down. Half of all scrap metal collected from an ordinary household consists of tin cans.

3. NON-FERROUS METALS

Aluminium is used in aeroplanes, in all sorts of ways.

Copper makes electrical and radio apparatus, telephone and power cables, driving bands on shells.

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Copper makes electrical and radio apparatus, telephone and power cables, driving bands on shells.

Phosphor Bronze is used for engine bearings of all kinds and naval gun parts.

Brass makes equipment buckles, cartridge cases, fuze components, etc.

Lead and nickel are required for bullets: and lead and copper for electric cable.

Zinc is needed for galvanised iron.

Tin is needed for solder and tinplate.

Sorting of scrap metal of this kind is a skilled business.

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4. SCRAP RUBBER was first to be carefully graded, after which all metal and other foreign material is removed by hand or machine. The rubber is then broken or chopped up mechanically and passed over a magnet to remove any remaining steel or iron. It is then cut up still smaller and softened by steam-chemical process. Then by alternate treatment between hot rollers and in masticating machines the rubber is converted into a mass like black putty. This putty is forced through very finely perforated plates, which trap all grit and foreign matter, and then is passed through rollers again from which it emerges as a thin sheet. These sheets are built up, still on rollers, to a thickness of ½ inch and are then cut up and stacked in piles. This is the finished re-claimed rubber.

(Motor tyres contain about 50% rubber, excluding the fabric.
(Hose contains 35-50% .
(Rubber boots contain 50%

Self-sealing petrol tanks for one bomber require rubber equivalent to 1,000 yds of garden hose.

1 service respirator requires rubber equivalent to one pair of crêpe shoes and one hot water bottle.

5. BONES make glue, glycerine, grease, cattle food, and agricultural fertiliser. The process of converting bones into these products is a complicated combination of chemical and mechanical processes.

ONE TON of BONES will produce :- 2 cwt. of grease, from which is extracted 10% of glycerine (for explosives, lubricating oil, soap, candles, and medicinal products).
3 cwt. of glue
1 cwt. of bone meal for cattle food
9 cwt. of fertilisers.

6. RAGS

Woollen rags can be disintegrated and the fibres used over again for making new cloth. Where the material is not good enough for this, Flock and roofing felt are made instead.

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6. RAGS

Woollen rags can be disintegrated and the fibres used over again for making new cloth. Where the material is not good enough for this, flock and roofing felt are made instead.

The rags are carefully sorted and graded, all metal is removed, cotton admixture is either torn away or destroyed with acid (the cotton dust being afterwards used as a fertiliser for hops), and the rags are then washed, drained and dried. They are then pulled to pieces by spiked rollers and become masses of separate fibres which are carded and finally spun into new yarn.

Cotton and linen rags have fibres too weak to be separated and re-woven. Consequently they are thoroughly washed, drained and dried, freed from all metal and seams and cut up into convenient sizes to make "wipers" for machinery of all kinds.

It is also possible to produce a coarse paper from cotton rags.

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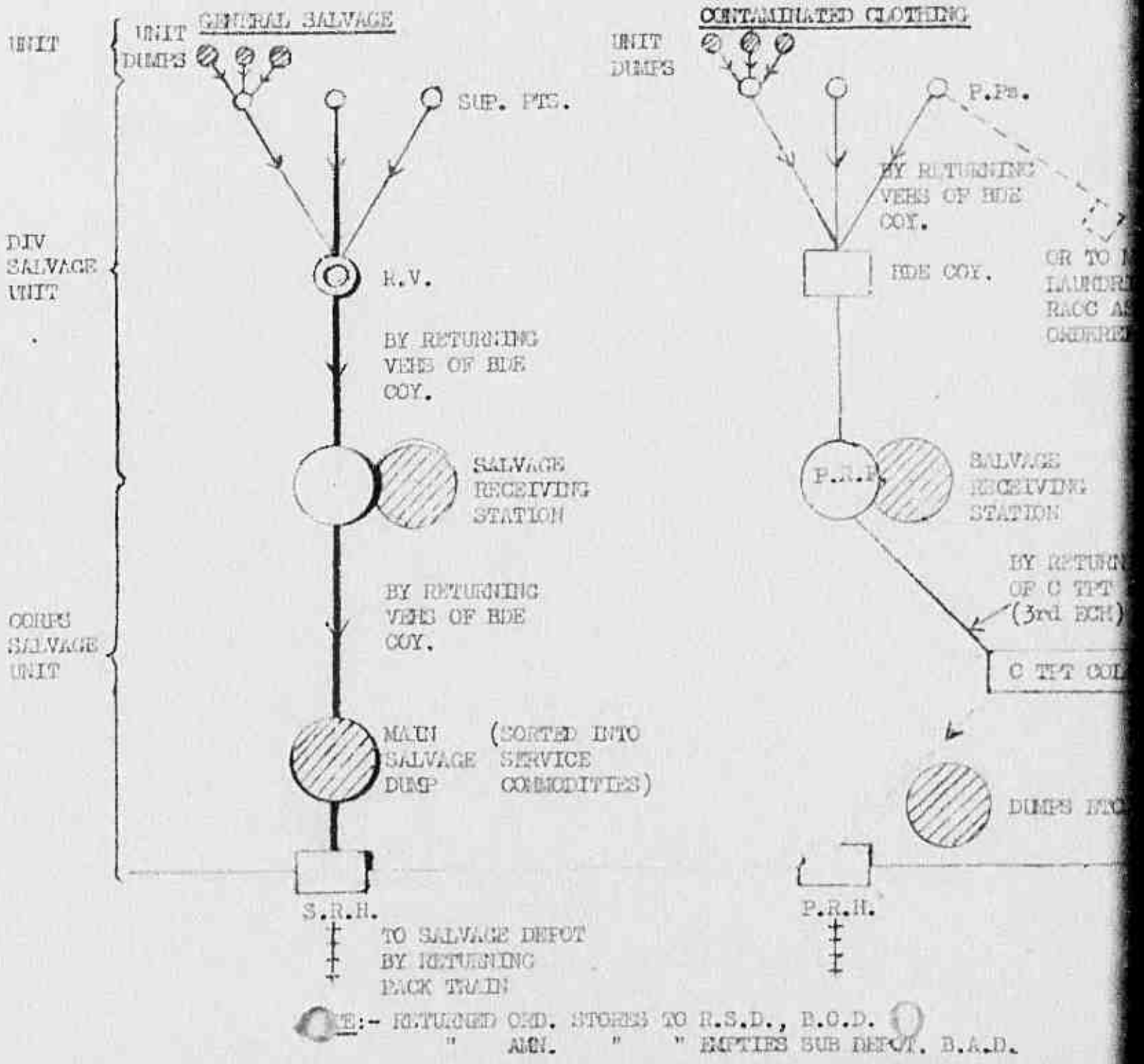
CIVIL AFFAIRS STAFF CENTRE
(Trade & Industry Group)

EVACUATION OF SALVAGE IN THE FIELD.



NOTE:- RETURNED CMD. STORES TO R.S.D., R.O.D.
" AMN. " " EMPTIES SUB DEPOT. B.A.D.

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CIVIL AFFAIRS STAFF CENTRE
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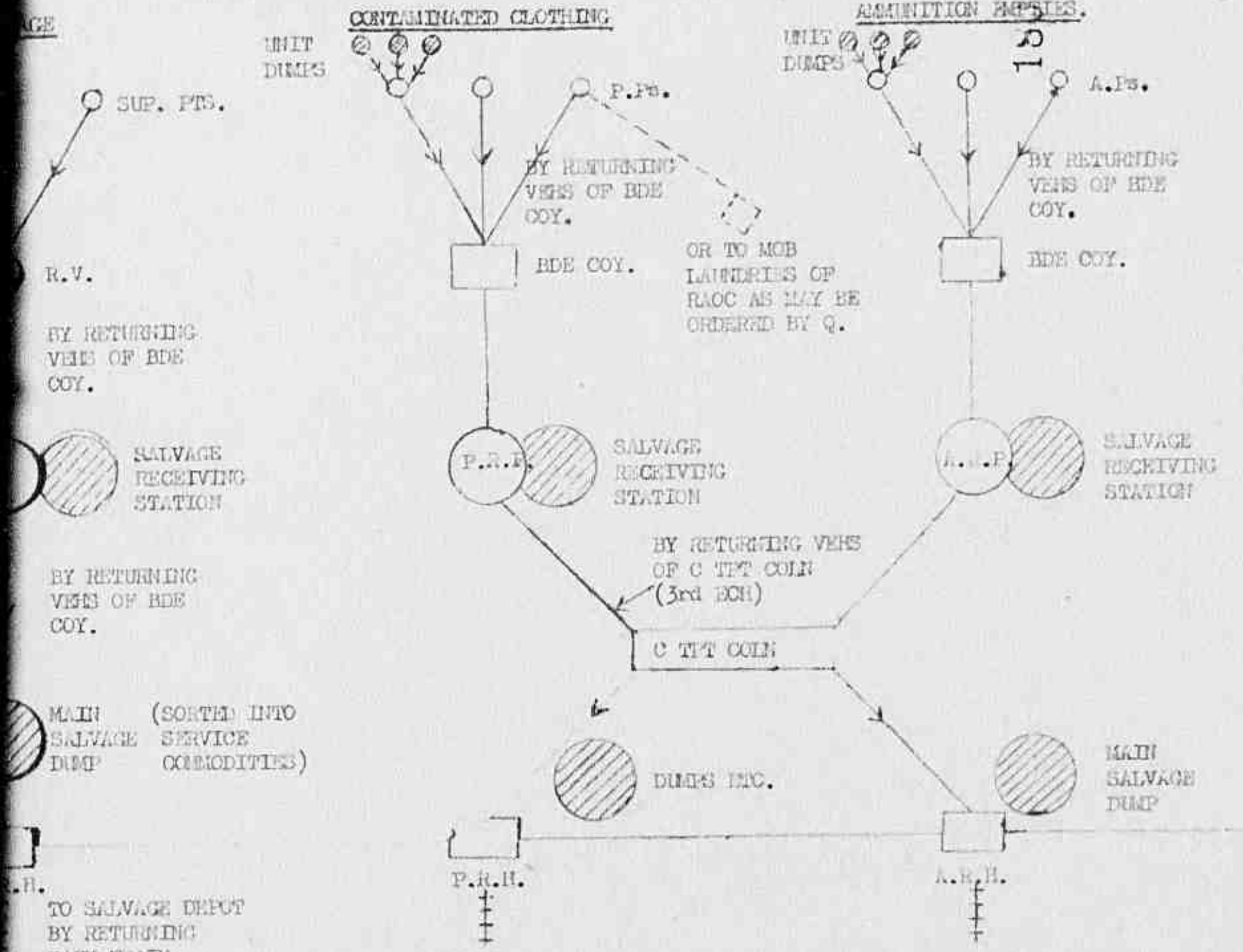
CA/T9/217

EVACUATION OF SALVAGE IN THE FIELD.



NOTE:- RETURNED ORD. STORES TO R.S.D., B.O.D.
" AMN. " " EMPTIES SUB DEPOT. B.A.D.

Mr. C.H. Hinsley Smith

CA/P8/184.

SECRET

CIVIL AFFAIRS STAFF CENTRE

STUDY GROUP - TRADE AND INDUSTRY

PROCEDURE FOR PLANNING FOR COORDINATION OF IMPORTS AS DEVISED FOR MIDDLE EAST SUPPLY CENTRE

SUMMARY

(1) The attached note describes the procedure governing the determination of requirements of the MIDDLE EAST territories and the arrangements for assisting their procurement and shipment.

(2) The area covered by the Middle East Supply Centre includes a number of territories which are in widely different stages of economic and political development. It is not, therefore, possible to apply a uniform procedure to all alike, nor can the various territories be expected to administer the directives they have accepted with equal efficiency.

(3) The following general principles, however, govern the procedure in force.

(4) All requirements and shipping programmes are based on the essential needs of the consuming territory and take no account of the desire of any country to find an export market.

(5) The initiative rests with the Governments of the consuming territories, who are responsible for giving advance notice of the requirements of their territories, whether imported through Government agencies or through private trade, to the United Nation's authorities, as it is the latter who have to supply the shipping.

(6) The responsibility for establishing the minimum essential programmes and submitting them for acceptance, lies, in the case of the non-British territories, on the British or Anglo-American authorities in the territories concerned. These may consist of an Anglo-American Committee, a local representative of the Middle East Supply Centre or the British Commercial Secretary, as the case may be. Any requirements submitted through other channels are referred back.

(7) Requirements are notified in the form of programmes for half-

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(6) The responsibility for establishing the minimum essential programmes and submitting them for acceptance, lies, in the case of the non-British territories, on the British or Anglo-American authorities in the territories concerned. These may consist of an Anglo-American Committee, a local Representative of the Middle East Supply Centre or the British Commercial Secretary, as the case may be. Any requirements submitted through other channels are referred back.

(7) Requirements are notified in the form of programmes for half-yearly periods. These are amended and approved, in the light of their essentiality for the war effort, by the Middle East Supply Council, on which the British and American authorities from all the territories are represented. In this connection the political and strategic consequences of serious shortages of ess essentials in an area which is a base for the armed forces of the United Nations must be borne in mind. After acceptance by the Middle East Supplies Committee in LONDON, the halfyearly programmes constitute the basis for the issue of import licences by the Governments of the various territories. Advice is given as to the best country of supply.

(8) A very large proportion of MIDDLE EAST trade is still handled through individual importers, placing their orders through commercial channels. This practice is only superseded where shipping or supply considerations demand centralised imports, or where trade channels would be unable to ensure regular supplies of essential commodities. Commercial imports, are, as a rule, subject to import licences. Lists of import licences approved and graded by the Middle East Supply Centre, are forwarded to all supplying countries and constitute the basis, at any rate in the UNITED KINGDOM, and it is hoped in the UNITED STATES, for the granting, where necessary, of licences for manufacture and export/...

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export and for identifying the consignments to be shipped.

(9) Within the framework of the half-yearly requirements programme and on the basis of the import licences issued, monthly loading programmes are prepared by the Middle East Supply Centre, and after review in LONDON, are notified to the authorities in the various countries responsible for ensuring shipment. These provide the basis for the allocation of shipping space. By agreement between the LONDON and WASHINGTON combined Shipping Adjustment Boards, shipping programmes for the MIDDLE EAST are prepared in LONDON for the use of both Boards.

(10) The import licencing procedure is waived or modified in the case of certain commodities, such as cereals and sugar, the supply of which is otherwise controlled.

(11) Records of the fulfilment of programmes and forecasts of expected arrivals of the main commodities are regularly communicated by the Ministry of War Transport to the Middle East Supply Centre, thus completing the cycle. In the case of pooled commodities, the Centre makes allocations to the various territories in the light of their supply positions as cargoes arrive.

(12) The application of the above principles is set out in the attached note.

8th September, 1942.

SUPPLY SECTION FOR THE MIDDLE EAST.
MINISTRY OF WAR TRANSPORT,
BERKELEY SQUARE HOUSE, LONDON, W.1.

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7. Commission Supérieure de Contrôle Libyenne, Sous-Commission Supplies Committee, B.C.C.M.E.
8. Anglo-American Supplies Committee, B.C.C.M.E.
9. Anglo-American Control Supplies Committee, Tripoli.
10. The Permanent Sub-Committee of the Central Supplies Committee, Tripoli.
11. Joint Committee.
12. Anglo-American Co-ordinating Committee, Libya.
13. Advisory Committee on Medical Supplies.

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46. Committees which are imported into the Middle East under the controlled control of U.S.S.C.

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ANNEX I.

COMMITTEES IN THE MIDDLE EAST

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2. Middle East Supply Council.
3. Executive Committee of the Middle East Supply Council.
4. Joint Supplies Committee for EGYPT.
5. Anglo-Egyptian Council' Control Committee.
6. Anglo-Syrian Fertilizer Committee.
7. Combined Shipbuilding Committee, Middle East.
8. Anglo-American Supplies Committee, Baghdad.
9. Anglo-American Control Supplies Committee, Cairo.
10. The Permanent Sub-Committee of the Central Supply Council.
11. Joint Committee.
12. Anglo-American Co-ordinating Committee, Jerusalem.
13. Advisory Committee on Medical Supplies.

ANNEX II.

COMMITTEES IN LONDON

1. This specially was set-up to deal chiefly with questions of the Universal Credit on sterling area countries with the procuring of supplies in London, which are the consideration of import license lists.
2. Middle East Supplies Committee.
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ANNEX IV.

STATE OF MIDDLE EAST TERRITORIES

INTRODUCTORY

1. PURPOSE OF NOTE

This note is intended to describe the procedure at present in force for drawing up programmes of civil requirements of, and control of imports into, the various territories in the MIDDLE EAST, (i.e. broadly those bordering on the RED SEA and Eastern MEDITERRANEAN on the one hand, and the PERSIAN GULF on the other), which are included within the scope of the Middle East Supply Centre.

The note deals with procedure only. It is not intended to provide a description of all the work of the various organisations in the MIDDLE EAST concerned with production, supply and transportation problems, nor does it go into the economic problems which the Middle East Supply Centre has to tackle. It is confined to the questions of the preparation of programmes of civil requirements, the issue of import licences and the steps taken to implement the import programmes.

It should be borne in mind that changes are constantly being made in the procedure described, as the administrative arrangements in each of the territories evolve and as new needs arise. It is hoped to issue supplements to this note from time to time indicating such developments.

This note should be read in conjunction with the "Memorandum giving the Scope, Constitution and Terms of Reference of the Middle East Supply Centre", dated 22nd July, 1942 and with the programmes of requirements, both half-yearly and monthly, which are circulated from time to time.

2. PLAN

The note has been divided into two Parts, showing the procedure followed out respectively in (I) the MIDDLE EAST, and (II) LONDON. (A) third Part, describing procedure followed in the U.S.A. will be added later. Each of the Parts deals in turn with

(A) the half-yearly forecasts of requirements,
(B) the preparation, forwarding and handling of lists of import licences and recommended orders,
(C) the preparation of, and action on, monthly loading programmes and
(D) the special procedure followed in the case of certain

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import programmes.

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(B) the preparation, forwarding and handling of lists of import licences and recommended orders,
(C) the preparation of, and action on, monthly loading programmes and
(D) the special procedure followed in the case of certain commodities.

3. TERRITORIES COVERED BY M.E.S.C.

The territories covered by M.E.S.C. are EGYPT, TURKEY, PALESTINE, TRANSJORDAN, SYRIA and LEBANON, CYPRUS, SUDAN, ADEN, MALTA, BRITISH SOMALILAND, ERITREA, ETHIOPIA, PERSIA, IRAQ, SAUDI ARABIA, and, as a supplying area only, the territories covered by the East African Governor's Conference (KENYA, TANGANYIKA, UGANDA, ZANZIBAR).

Special considerations arise in the case of certain of the above territories.

TURKEY

Arrangements for supplies for TURKEY differ from those applicable to other MIDDLE EAST territories, in view of her special political situation, and the important supplies which we want to get from TURKEY for economic warfare purposes, and the procedure described below, therefore, only applies to TURKEY where explicitly stated.

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ARMA

Add note as in attempts for the texts of the Arm Protocols, the YEMEN, BRITISH SOMALILAND, SOMALIA, MUSCAT, MUSCAT & OMAN, QATAR, ABU DHABI, TRUCIAL COAST, BAHREIN, KUWAIT and texts of SAUDI ARABIA.

This text is taken into consideration by U.S.G. in according ARMA's import requirements.

MALTA

In the case of Malta, only those goods are included in the MIDDLE EAST civil programme which are to be shipped to Malta for consumption for building goods in order to maintain the investments in the hands of the Malta shipping companies which are not, in close Malta with U.S.G. Most of Malta's trade is handled through military channels. All requirements not to exceed the channels are treated on Government account, therefore, handled through the Open Accounts Department. In the United Kingdom the Colonial Supply Liaison Officer

BRITISH SOMALILAND

The trade of this territory is handled exclusively by the Licensing for British Somaliland being issued by the

BRITISH

ETHIOPIA

As there is only one exists in Ethiopia, but no but receive. Import applies are handled through

FINAL

As currently have only just been established for the import effective import through Addis Ababa, and the -ed Colonial, therefore, only specific duty for Malta of import licenses will be

QUAT [illegible]

At Imperial Airways in Cairo [illegible] Imperial Airways, in the main [illegible] Imperial Airways, is therefore, in the main [illegible] Imperial Airways [illegible] Imperial Airways for goods required [illegible] Imperial Airways [illegible] Imperial orders for goods required [illegible] Imperial Airways [illegible] of the United States of America to [illegible] U.S.G., and on the whole handled as for other countries [illegible] Non-quotas cover trade with Malta, [illegible] part of which is re-exported.

EAST AFRICA

The territories covered by the East African Governors' Conference are included in the U.S.G. [illegible]

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From these definitions it will be clear that certain commodities can fall partly into each category. In "A" priority should be included that portion which is the bedrock quantity of essential requirements, while any balance that it would be desirable to have should be included in "B" priority.

In this connection it should be noted that "A" priority grading will be recognised by most UNITED KINGDOM departments, and it is hoped by UNITED STATES agencies as well as some Dominion agencies, as an authoritive statement that the goods are deemed to be essential, thus ensuring the most favourable consideration in the issue of manufacturing and export licences for goods which are in short supply.

8. ADOPTION OF PROGRAMME BY MIDDLE EAST SUPPLY COUNCIL

This programme is discussed at the meeting of the Council and the agreed version, which may embody reductions on the estimates submitted, is transmitted to the Ministry of War Transport, LONDON, the figures for each territory and commodity being given under two headings, viz. import quotas fixed and shipping space required. If the requirements of any commodity for any half-yearly period are cut below the level which governed the issue of licences in the previous period, goods covered by licences on the basis of the larger programme will still be coming inward for shipment. In this case the shipping space quota for the commodity in question will exceed the import licence quota.

The programme includes both "A" and "B" priority items.

9. POOLED IMPORTS

Requirements of commodities which are imported into the MIDDLE EAST to form a pool under the centralised control of M.E.S.C., are not as a rule included in the half-yearly programme forwarded by M.E.S.C. (See paragraph 21 below), the necessary information regarding these commodities being provided separately by M.E.S.C.

10. NON-APPLICABILITY TO TURKEY

The procedure referred to in paragraphs 4 - 8 does not apply to TURKEY. The Turkish half-year's programme for the period July/December, 1942 has been transmitted by the Anglo-American Co-ordinating Committee, ANKARA, direct to the Allied Supplies Executive, LONDON. It is hoped that in future the Co-ordinating Committee will submit a programme to the Middle East Supply Council for discussion and comment; the Council will not be empowered to amend the programme but may send its comments to LONDON and ANKARA.

B. ISSUE OF EXPORT LICENCES AND ENDORSEMENT OF

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B. ISSUE OF IMPORT LICENCES AND ENDORSEMENT OF IMPORT LICENCE LISTS BY M.E.S.C

11. ISSUE OF IMPORT LICENCES WITHIN QUOTA LIMITS

The quotas of total imports approved by the Council are accepted by the Middle East Supplies Committee, LONDON, (1) determine the limits within which the competent authorities in each of the territories are empowered to confirm the issue of import licences during the ensuing half-year. (In cases in which imports from other MIDDLE EAST territories are not subject to import licencing regulations, the quantities of commodities to be obtained from these territories are nevertheless counted against the licence quota.)

12. PREPARATION OF LISTS OF LICENCES ISSUED

As soon as possible after the end of each month, each territory forwards to the Middle East Supply Centre a complete list of all licences issued during that month.

(1) See Appendix II.

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A. HALF-YEARLY PROGRAMME

4. FORECAST OF REQUIREMENTS

The British or Anglo-American Authorities responsible for supply matters in each territory prepare and submit to the half-yearly meetings of the Middle East Supply Council (I) in April/May and October/November a forecast of the minimum quantities in long tons net weight which will require to be imported during the ensuing periods of January/June and July/December respectively. At these meetings all the British and American authorities concerned, both territorial and functional, in all the territories covered by M.E.S.C. are represented.

This forecast enumerates all civil commodities to be imported, even if they are likely to be obtainable from another MIDDLE EAST territory.

The figures submitted by each territory also include all commodities which are likely to be ordered by Government Departments (such as the Egyptian Department of Public Health, the Colonial Governments, etc.)

5. PROPOSED SOURCES OF SUPPLY

Against each commodity is shown the leading areas from which it is anticipated that the commodities will be obtained. As far as possible, an indication of the quantity (in tons or percentage) from each source of supply is given.

6. COMMODITY INDEX

Supplementary information on sources of supply by territories is provided by the Middle East Supply Centre in the Commodity Index, which gives a detailed list of commodities imported, or of which the import is likely to be contemplated, into the MIDDLE EAST, marked A(=import approved by Middle East Supply Council within quota limits (see Paragraph 8 below)), C(= import centrally controlled (see Paragraph 21 below)) and P(= import prohibited), together with the suggested country or countries of supply for each commodity. The symbol "P" does not necessarily mean that there is any legal prohibition on imports from outside the area, but that the Middle East Supply Centre recommends that no imports from outside the area should be authorised, either because the commodity in question is not essential, or because an adequate supply is available within the area.

A Commodity Index for the Red Sea area has already been compiled, but is subject to revision; one for the Persian Gulf area has been provided and is now awaited.

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A Commodity Index for the Red Sea area has already been compiled, but is subject to revision; one for the Persian Gulf area has been promised and is now awaited.

7. PRIORITY RATINGS

It is indicated against each commodity in the forecast whether it is considered to merit "A" or "B" priority.

"A" priority can perhaps best be described as applicable only to cases where the total war effort of the territory concerned would suffer if the shipment were not made; this can be taken to cover requirements essential to the maintenance of morale, although these should be kept down to the strictest minimum.

"B" priority may be considered as applicable to commodities whose import would be justifiable if they and shipping for them should turn out to be available, but whose absence would not affect the total war effort.

(I) For the constitution and functions of the Committees referred to in Part I, see Appendix I.

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Lists of licences issued by ADEN, IRAQ and PERSIA for imports from ENDL are for the time being sent by those territories direct to the Ministry of War Transport representatives in BOMBAY and CALCUTTA and copied to M.E.S.C. It should be noted, however, that these Ministry of War Transport representatives have received instructions to accept licences as valid only when they have been confirmed by the Centre.

13. PRIORITY RATINGS.

Each item on the lists of licences shows the annotation by the territory of the priority rating - "A" or "B" - which it is considered the order merits.

14. GOVERNMENT ORDERS

Government orders are subject to import licence in EGYPT, PALESTINE, SYRIA, CYPRUS and usually in ADEN. M.E.S.C. has suggested to the other territories in their area that this policy should be made general. Meanwhile, the latter have been requested to forward to M.E.S.C., with their lists of import licences issued, lists of Government orders, similarly graded "A" and "B".

15. REVISION OF GRADINGS BY M.E.S.C.

The gradings on the lists received are then checked by M.E.S.C., items for which it is considered that licences should not have been issued being graded "X". Items graded "X" by M.E.S.C. when it is considered that they are:

(a) Luxury goods;
(b) Obtainable from within the area
(c) In excess of essential import requirements; or
(d) ordered from the wrong source of supply (in this case an alternative source of supply may be recommended).

In the case of EGYPT, this procedure is modified by an arrangement according to which the Egyptian authorities consult M.E.S.C. before licences are issued, and an Egyptian import licence therefore constitutes per se a valid recommendation of priority. This is believed to have become effective only from 1st July, 1942.

16. TRANSMISSION OF LISTS BY M.E.S.C. TO LOADING AREAS (1).

The lists are then transmitted by M.E.S.C. to the loading areas concerned, the recipients at present being as follows:-

U.S.A. & U.K.D.

For Colonial Territories
The Colonial Supply Liaison,
WASHINGTON.

For Non-Colonial Territories,

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U.S.A. & CANADA

For Colonial Territories
The Colonial Supply Liaison,
WASHINGTON.

For Non-Colonial Territories,
U.K.C.C. NEW YORK.

UNITED KINGDOM: Ministry of War Transport.

All other areas: The Ministry of War Transport Representative in the area.

Copies of all lists are sent to the Ministry of War Transport, London.

For telegraphic correspondence between M.E.S.C. and the Loading areas regarding individual licences and orders, the following series are used:-

M.E.S.C. to U.K.C.C. NEW YORK: Encom Midas Series.

M.E.S.C. to Colonial Supply Liaison, WASHINGTON: Colon Midas Series.

M.E.S.C. to Ministry of War Transport, LONDON: Most Midas Series.

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(1) For a definition of the loading areas, see Appendix III.

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17. TURKISH PROCEDURE

No import licensing system exists in TURKEY. Turkish orders, other than those for sugar, cereals, tea and fertilisers (See paragraph 21 below) do not fall within the jurisdiction of M.E.S.C. Turkish Government orders, and commercial orders supported by the Turkish Government, are centralised by the Turkish Bureau of Orders, and scrutinised by the Anglo-American Co-ordinating Committee at ANKARA (1), who transmit recommended orders direct to LONDON for action and to WASHINGTON for information (see paragraph 40 below). The lists are sent to the Allied Supplies Executive Secretariat in the War Cabinet Offices, and for telegraphic correspondence the Invigorate-Threadbare series is used. Turkish commercial orders not supported by the Co-ordinating Committee, are left to look after themselves.

If any complaints are received from Turkish authorities regarding their non-availability or non-shipment the enquirer is referred back to the Co-ordinating Committee.

C. MONTHLY LOADING PROGRAMMES

18. PREPARATION OF LOADING PROGRAMMES

A monthly loading programme, covering the same categories of commodities as those given in the half-yearly programme, and indicating the total quantities to be shipped from each loading area, as well as the requirements of each territory, is compiled by M.E.S.C. and transmitted to the Ministry of War Transport, LONDON. The programme should reach LONDON by the 25th of the month next but one before month of loading.

This programme is based on the half-yearly programme, but does not include P priority items, and adjustments are made to take into account the following factors:-

(a) the quantities for which orders have been placed may be greater or less than those anticipated when the forecast was prepared.
(b) the distribution of orders as between loading areas may be different from that which had been foreseen provisionally in the half-yearly forecast; if this variation is persistent, the loading programme will be framed accordingly, e.g. by taking an average of several months' actual orders.
(c) the distribution of orders over any six monthly period may be affected by seasonal factors.
(d) if information is available that supplies previously programmed have not in fact been shipped, it will probably be necessary to scale the new programme upwards in order to provide for shipment of the arrears.

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10. PREPARATION OF LOADING PROGRAMMES

A monthly loading programme, covering the same categories of commodities as those given in the half-yearly programme, and indicating the total quantities to be shipped from each loading area, as well as the requirements of each territory, is compiled by M.E.S.C. and transmitted to the Ministry of War Transport, LONDON. The programme should reach LONDON by the 25th of the month next but one before month of loading.

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(a) the quantities for which orders have been placed may be greater or less than those anticipated when the forecast was prepared.
(b) the distribution of orders as between loading areas may be different from that which had been foreseen provisionally in the half-yearly forecast; if this variation is persistent, the loading programme will be framed accordingly, e.g. by taking an average of several months' actual orders.
(c) the distribution of orders over any six monthly period may be effected by seasonal factors.
(d) If information is available that supplies previously programmed have not in fact been shipped, it will probably be necessary to scale the new programme upwards in order to provide for shipment of the arrears.

Factors (a), (b), and (c) are known in the first place by the authorities of the importing territory, and it is they who can best judge the significance of such changes.

It is obviously desirable that the volume of goods to be shipped should be as regular as possible from month to month. It is not, therefore, the intention that the loading programme for any month should be inflated above the average merely because the volume of orders placed has varied from month to month, or because the quantity of goods ready for loading in that month is likely to be above the average. It should be assumed that the flow will even itself out from one month to another, as indeed will usually be the case. In any case it cannot be assumed that goods will be delivered for shipment at the dates specified.

The territorial authorities do not forward detailed suggestions for this programme to M.E.S.C. but they have been instructed to indicate to M.E.S.C. by the 15th of the month next but one before that in which loading is to be effected, the commodities of which local stocks are so short that the normal rate of loading should be temporarily increased, or which for some reason should have special priority during a particular month.

(1) See appendix I.

19. DISTINCTION BETWEEN MILITARY AND CIVIL PROGRAMMES

No exact definition has ever been laid down regarding the distinction between goods to be shipped under the military and civil programme. All goods other than foodstuffs (see paragraph 45 below) consigned to the military authorities are automatically shipped under the military programme. Certain classes of goods, the procurement of which is of direct interest to the military authorities, although the goods are not consigned to them - e.g. materials for strategic railways, oil company requirements and trucks - are also included in the military programme, although they may be procured and shipped through civil channels.

20. PRIORITIES FROM NORTH AMERICA

An agreed recommendation of military and civil priorities for shipment from NORTH AMERICA is furnished each month by the Commander-in-Chief, MIDDLE EAST, after consulting M.E.S.C. (See paragraph 46 below).

D. SPECIAL ARRANGEMENTS FOR CERTAIN COMMODITIES

21. COMMODITIES WHICH ARE IMPORTED INTO THE MIDDLE EAST TO FORM A POOL UNDER THE CENTRALISED CONTROL OF M.E.S.C.

Within this category are the following commodities:

Cereals, e.g. wheat, flour, maize, millet, rice.

Sugar

Tea

Oilseeds, Oils and fats, (including copra and groundnuts).

Fertilisers

Trucks

Pig Iron

Quinine and quinine substitutes.

The arrangements for these commodities described below do not apply to TURKEY unless specifically stated.

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EAST, after consulting M.E.S.C. (See paragraph 46 below).

D. SPECIAL ARRANGEMENTS FOR CERTAIN COMMODITIES

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Within this category are the following commodities:

Cereals, e.g. wheat, flour, maize, millet, rice.

Sugar

Tea

Oilseeds, Oils and Fats, (including copra and groundnuts).

Fertilizers

Trucks

Pig Iron

Quinine and quinine substitutes.

The arrangements for these commodities described below do not apply to TURKEY unless specifically stated.

CEREALS AND SUGAR

As regards cereals and sugar, the procedure for obtaining supplies is as follows:-

(a) M.E.S.C. notifies the Ministry of War Transport in LONDON of the combined future import requirements for all territories; these forecasts are made when circumstances require and cover a period of six months to a year ahead.
(b) Insofar as these requirements are approved by the Middle East Supplies Committee in LONDON, the Ministry of Food will be authorised to effect the necessary purchases.
(c) Shipments to MIDDLE EAST territories are consigned to the U.K.C.C. who dispose of them to the Governments of the territories concerned or bodies appointed by them through the appropriate U.K.C.C. agencies, according to allocations made by M.E.S.C.
(d) M.E.S.C. determines from time to time amounts to be allotted to each territory or to reserve in the light of anticipated arrivals and the needs of the moment.

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Supplies of cereals and sugar coming forward for allocation by the Centre include also the requirements of the Forces and of MALTA.

These arrangements cover Turkish requirements of cereals and sugar, which are accordingly transmitted in the first instance to M.E.S.C.

TEA

Similar arrangements for the purchase and allocation of the MIDDLE EAST tea requirements are now being worked out by the Ministry of Food, but are not yet in force. These arrangements will cover TURKEY also.

OILSEEDS, OILS AND FATS

The purchase and distribution of oils and oilseeds within the MIDDLE EAST area and the purchase of the MIDDLE EAST requirements from EAST AFRICA has been centralised in the U.K.C.C., acting under the direction of M.E.S.C. The import requirements of ADEN, IRAQ and SAUDI ARABIA from INDIA are met through private trade channels (although in the case of IRAQ, centralisation through the U.K.C.C. is now under discussion).

FERTILISERS

The MIDDLE EAST requirements of fertilisers, other than those of Chilean nitrates for EGYPT, are purchased in bulk by the Ministry of Supply and distributed by the U.K.C.C. under the direction of M.E.S.C. This arrangement applies to TURKEY also.

TRUCKS

Arrangements are being made to centralise future imports of Lend/Lease trucks from the U.S.A. to the MIDDLE E.T. The intention is that eventually the trucks will be procured by the Ministry of Supply, and distributed by the U.K.C.C. under the general directions of M.E.S.C. to the territories, where distribution policy will be the responsibility of whatever body is charged with the duty of co-ordination road transport. For the time being shortage of shipping space precludes the shipment of any civil trucks from U.S.A., but it is hoped that CHIEF MIDDLE EAST will release some 270 vehicles monthly to M.E.S.C. until the Lend/Lease scheme can start.

QUININE AND QUININE SUBSTITUTES

The MIDDLE EAST requirements of quinine and quinine substitutes are procured through official channels by the U.K.C.C., acting under the direction of the Ministry of Supply, and are distributed by the U.K.C.C. under the direction of M.E.S.C. The instructions issued by the latter are based on advice

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through the U.K.C.C. is now under

FERTILISERS

The MIDDLE EAST requirements of fertilisers, other than those of Chilean nitrates for EGYPT, are purchased in Bulk by the Ministry of Supply and distributed by the U.K.C.C. under the direction of M.E.S.C. This arrangement applies to TURKEY also.

TRUCKS

Arrangements are being made to centralise future imports of Lend/Lease trucks from the U.S.A. to the MIDDLE EAST. The intention is that eventually the trucks will be procured by the Ministry of Supply, and distributed by the U.K.C.C. under the general directions of M.E.S.C. to the territories, where distribution policy will be the responsibility of whatever body is charged with the duty of co-ordination road transport. For the time being shortage of shipping space precludes the shipment of any civil trucks from U.S.A., but it is hoped that GHQ MIDDLE EAST will release some 270 vehicles monthly to M.E.S.C. until the Lend/Lease scheme can start.

QUININE AND QUININE SUBSTITUTES

The MIDDLE EAST requirements of quinine and quinine substitutes are procured through official channels by the U.K.C.C., acting under the direction of the Ministry of Supply, and are distributed by the U.K.C.C. under the direction of M.E.S.C. The instructions issued by the latter are based on advice received from the Advisory Committee on Medical Supplies at CAIRO (1).

22. OTHER COMMODITIES, THE PROCUREMENT AND DISTRIBUTION OF WHICH IS SUBJECTED TO SOME FORM OF CENTRALISED CONTROL.

NEWSPRINT

The U.K.C.C. are responsible for the procurement of the newsprint requirements of the MIDDLE EAST territories other than EGYPT, within the quota limits fixed by M.E.S.C. Egyptian imports are made through normal trade channels, subject to strict import licence control within the quota limits.

TINPLATE

Imports of tinplate into the MIDDLE EAST for requirements other than those of the Oil Companies are centralised through the U.K.C.C.

(1) See Appendix I.

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COFFEE

It has now been arranged that approximately 50% of the estimated coffee requirements of the MIDDLE EAST territories shall be purchased by the U.K.C.C. and distributed by them under the direction of M.E.S.C. The remaining proportion of the quotas fixed by M.E.S.C. will continue to be procured through private trade channels. This arrangement will apply to TURKEY also.

MEDICAL SUPPLIES

A proposal has been made to M.E.S.C., with the approval of the Middle East Supplies Committee, LONDON, that, in view of the difficulties which have arisen regarding the procurement of medical supplies for the MIDDLE EAST territories, the Governments concerned should be requested to assume responsibility for their procurement of all civilian requirements for these territories. Lists of requirements drawn up by the Governments would be submitted to the Ministry of Supply in LONDON, who would facilitate procurement in the UNITED KINGDOM or arrange for procurement in the U.S.A. on Land/Lease terms.

23. COMMODITIES WHICH ARE NOT PROCURED OR PROGRAMMED THROUGH M.E.S.C.

Special arrangements exist for the programming and procurement of certain commodities which are not handled by M.E.S.C.

These are:

Oil Company Requirements, which are sponsored by the Fuel Committee in C.M.E.D., communicated to the Ministry of Fuel and Power in LONDON, and subsequently included in the military programme.

Requirements of Strategic Railways, the Suez Canal Co. and the Basra Port Directorate, which are endorsed by the appropriate military authorities in C.M.E.D and BAGDAD and communicated to the War Office for inclusion in the military programme.

Ship-building and Ship-repairing materials, which are sponsored by the Director of Merchant Ship-Repairing, Ministry of War Transport, in the MIDDLE EAST and communicated by him direct to the Ministry of War Transport, LONDON. Arrangements for procurement and shipment are in the hands of the U.K.C.C.

Steel recommended by the Engineering Committee in C.M.E.D, which is sponsored and procured by the military authorities.

[illegible] programme which is submitted

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U.S.A. on Lend/Lease terms.

23. COMMODITIES WHICH ARE NOT PROCURED OR PROGRAMMED THROUGH M.E.S.C.

Special arrangements exist for the programming and procurement of certain commodities which are not handled by M.E.S.C.

These are:

Oil Company Requirements, which are sponsored by the Fuel Committee in CAIRO, communicated to the Ministry of Fuel and Power in LONDON, and subsequently included in the military programme.

Requirements of Strategic Railways, the Suez Canal Co. and the Basra Port Directorate, which are endorsed by the appropriate military authorities in CAIRO and BAGDAD and communicated to the War Office for inclusion in the military programme.

Shipbuilding and Ship-repairing materials, which are sponsored by the Director of Merchant Ship-repairing, Ministry of War Transport, in the MIDDLE EAST and communicated by him direct to the Ministry of War Transport, LONDON. Arrangements for procurement and shipment are in the hands of the U.S.C.C.

Steel recommended by the Engineering Committee in CAIRO, which is sponsored and procured by the military authorities.

Coal requirements are included in a separate programme which is submitted to a separate Coal Supplies to the Middle East Committee by the Ministry of War Transport in LONDON, (1). M.E.S.C. is kept informed of this progress, and assists in its elaboration by recommending the orders which should be shipped for commercial coal distributors, i.e. orders other than those for the railways, SUEZ CANAL, Ships' bunkers, the Forces and other large consumers.

24. RESERVE STOCKS

The maintenance of reserve stocks, amounting to three months consumption requirements, of sugar, tea, coffee, cocoa, jute, tinplate, canned foodstuffs, heavy chemicals and medical supplies, is aimed at by M.E.S.C. The stocks will be supplied and held by the U.K.C.C. (with the exception of heavy chemicals which may be held and distributed by Imperial Chemical Industries) and distributed under the direction of M.E.S.C. Owing to the world supply and shipping position it is not at present possible to programme supplies for reserve stocks.

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(1) See Appendix H.

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PART II. LONDON.

A. HALF-YEARLY PROGRAMME

29. SUBMISSION TO MIDDLE EAST SUPPLIES COMMITTEE, LONDON.

When received from the U.S.S.C. the programme of requirements for shipment during the next six-monthly period is submitted to the Middle East Supplies Committee, LONDON. (1). Only the figures relating to shipping space (in long tons not weight) required from within the area are given. Estimates of the amount of pooled commodities, such as cereals, sugar and fertilisers which should be included in the programme for arrival during any particular six months' period are added in LONDON by the Supply Section for the MIDDLE EAST, Ministry of War Transport, on the basis of information which is usually separately received from U.S.S.C. This programme is circulated to all Departments represented on the Middle East Supplies Committee, certain other Departments, and Controls responsible for the supply of particular commodities and copies are sent to the British Supply Council, WASHINGTON, for information.

After it has been considered by the Departments concerned, who are responsible for "screening" the programme, so as to present it to the shipping authorities as the minimum essential requirements of the MIDDLE EAST, the Middle East Supplies Committee endorses the programme with such modifications as it sees fit. In so doing, it recognises that the figures given represent the minimum requirements of the MIDDLE EAST territories.

30. ADDITION OF TRADING PROGRAMME.

The Anglo-American Co-ordinating Committee at ANKARA has been asked to furnish parallel information for TURKEY (See Paragraph 9 above). This has not hitherto been available at the same time as the Half-yearly Requirements Programme for the other MIDDLE EAST territories, but it is hoped that this can be carried in future.

31. SUBMISSION TO CIVIL REQUIREMENTS (SHIPPING) COMMITTEE.

The programme is then submitted to the Civil Requirements (Shipping) Committee (1) which meets under the Chairmanship of the Director of Commercial Services of the Ministry of War Transport. This Committee is subject to, certain Ministerial directives crediting it to the fulfilment of the requirements for the UNITED KINGDOM and other areas. It examines the programmes for the MIDDLE EAST in the light of these other programmes and of the tonnage which it is expected will in any case be laid on for the Middle East in connection with the military programme, and states whether

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for "screening" the programme, [illegible] of the MIDDLE EAST, the [illegible] ities as the minimum essential requirements [illegible] East Supplies Committee endorses the programme with such modifications as it sees fit. In so doing, it recognises that the figures given represent the minimum requirements of the MIDDLE EAST territories.

26. ADDITION OF TURKISH PROGRAMME.

The Anglo-American Co-ordinating Committee at ANKARA has been asked to furnish parallel information for TURKEY (See paragraph 9 above). This has not hitherto been available at the same time as the Half-yearly Requirements Programme for the other MIDDLE EAST territories, but it is hoped that the two can be merged in future.

27. SUBMISSION TO CIVIL REQUIREMENTS (SHIPPING) COMMITTEE.

The programme is then submitted to the Civil Requirements (Shipping) Committee (1) which meets under the Chairmanship of the Director of Commercial Services of the Ministry of War Transport. This Committee is subject to certain Ministerial directives committing it to the fulfilment of the programmes for the UNITED KINGDOM and other areas. It examines the programmes for the MIDDLE EAST in the light of these other programmes and of the tonnage which it is expected will in any case be laid on for the MIDDLE EAST in connection with the military programme, and states whether or not the civil programme is an acceptable target from a shipping point of view. The Committee cannot, of course, commit itself definitely as far as them, particularly as the allocation of tonnage to the MIDDLE EAST is influenced primarily by military demands. The programme nevertheless serves as a guide to civil claims on available shipping space.

28. SUBMISSION TO SHIPPING COMMITTEE (1)

The programme is submitted for information to the Shipping Committee under the Chairmanship of Mr. HARCOURT JOHNSTONE, M.P., whose duty it is, if necessary, to arbitrate between the conflicting claims on tonnage of the various programmes. (See Paragraph 42 below).

29. NOTIFICATION TO M.E.S.C.

M.E.S.C. is kept informed of any modifications or comments made on the Six Months' Requirements Programme. It is assumed that the import licensing authorities of all the territories will then keep the issue of import licences within the framework of the programme as amended.

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30. SOURCES OF SUPPLY

In conjunction with the half-yearly programme, the Commodity Index prepared by M.E.S.C. (see paragraph 6 above) is circulated for comment. This indicates the countries of supply from which it is expected that commodities will be drawn. All Departments concerned are requested to advise the Supply Section for the MIDDLE EAST, Ministry of War Transport, through the Board of Trade, of any recommendations they may wish to make regarding sources of supply. These recommendations are passed on to M.E.S.C., and the Import licensing authorities in the territories concerned are then expected to issue import licences for supply only from the sources recommended. The sources of supply of pooled items such as wheat or sugar are left to the discretion of the supply departments concerned in consultation with the Ministry of War Transport.

31. ALLOCATION OF RAW MATERIALS

The Empire Clearing House in LONDON (1) prepares the picture of Empire and Allied resources and requirements of raw materials in short supply for the British member of the Combined Raw Materials Board. It is, therefore, concerned with the requirements of the Middle Eastern countries.

A member of the Supply Section for the MIDDLE EAST, Ministry of War Transport, sits on the Empire Clearing House Committees to represent the interests of the MIDDLE EAST countries whenever the allocation of raw materials needed in the MIDDLE EAST is under discussion. The Empire Clearing House uses as its basis for assessing the requirements of the MIDDLE EAST, the half-yearly programme submitted by M.E.S.C. Should further information be required, M.E.S.C. is asked to obtain it.

In the same way, M.E.S.C. is asked to obtain such information as may be required by the Standard Products Committee, or the Combined Resources and Production Board, or other agencies, on manufactured articles. The Empire Clearing House is being extended to cover manufactured goods, and it is hoped that by this means it will be possible to get a full picture of the requirements of the British Empire, the MIDDLE EAST, and the European neutrals of manufactured goods, so that decisions can be reached with the UNITED STATES Authorities on how these essential needs can be met.

A similar procedure is followed for food requirements. A member of the Supply Section for the MIDDLE EAST sits on the LONDON Food Committee (which supplies material for the British member of the Combined Food Board, WASHINGTON) to represent the interests of the MIDDLE EAST countries. (1)

B. IMPORT LICENCE LISTS

32. ARRIVAL OF LISTS

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British member of the Combined Raw Materials Board. It is, therefore, concerned with the requirements of the Middle Eastern countries.

A member of the Supply Section for the MIDDLE EAST, Ministry of War Transport, sits on the Empire Clearing House Committees to represent the interests of the MIDDLE EAST countries whenever the allocation of raw materials needed in the MIDDLE EAST is under discussion. The Empire Clearing House uses as its basis for assessing the requirements of the MIDDLE EAST, the half-yearly programme submitted by M.E.S.C. Should further information be required, M.E.S.C. is asked to obtain it.

In the same way, M.E.S.C. is asked to obtain such information as may be required by the Standard Products Committee, or the Combined Resources and Production Board, or other agencies, on manufactured articles. The Empire Clearing House is being extended to cover manufactured goods, and it is hoped that by this means it will be possible to get a full picture of the requirements of the British Empire, the MIDDLE EAST, and the European neutrals of manufactured goods, so that decisions can be reached with the UNITED STATES authorities on how these essential needs can be met.

A similar procedure is followed for food requirements. A member of the Supply Section for the MIDDLE EAST sits on the LONDON Food Committee (which supplies material for the British member of the Combined Food Board, WASHINGTON) to represent the interests of the MIDDLE EAST countries. (1)

B. EXPORT LICENCE LISTS

32. ARRIVAL OF LISTS

Lists of the import licences issued by the MIDDLE EAST territories and graded by M.E.S.C. are received by the Supply Section for the MIDDLE EAST, Ministry of War Transport, for most, though not all, of the MIDDLE EAST territories. No lists have so far been received from ETHIOPIA, ERITREA or PERSIA (See Paragraph 3 above).

33. CIRCULATION OF LISTS

These lists are circulated by the Board of Trade to all the Government Departments and Controls concerned, including the UNITED KINGDOM Commercial Corporation, the Export Licensing Department of the Board of Trade, the Ministry of Economic Warfare, the Foreign Office and the Colonial Office. These Departments and Controls have been requested to notify the Commercial Relations and Treaties Section of the Board of Trade, on the receipt of the lists, of any comments they may wish to make regarding the possibility of supplying of any particular order, or recommendations concerning the source of supply. Such information is forwarded by the Board of Trade through the Supply Section for the MIDDLE EAST, Ministry of War Transport, to the M.E.S.C. in the Mast Esmid Series, in order that appropriate action may be taken by the Government of the territory concerned. 1754

(1) See Appendix I

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34. TELEGRAMS REGARDING INDIVIDUAL IMPORT LICENCES OR RECOMMENDED ORDERS

Telegrams regarding individual import licences or recommended orders are sometimes sent by H.E.S.C. (in the Near Middle Series), more particularly:

a) when an order is of particular urgency and action cannot therefore await the arrival of the lists.

b) when it proves necessary to amend the gradings of certain items given in the lists or to provide additional information regarding these. In this case Savingrams (i.e. despatches written for convenience of handling and circulation in the form of telegrams sent by Air Bag) are frequently used.

These are received in the Near Middle Series and are given a restricted circulation, copies being sent to the U.K.C.C. and the Board of Trade only. The latter pass them on to the Commodity Control concerned and subsequently include these orders also in the lists.

35. SWITCHING OF ORDERS TO NEW SOURCES

In cases in which a private commercial order is placed on a firm in the UNITED KINGDOM and supply from the U.K. is impossible or undesirable, arrangements may be approved by the Board of Trade for the transfer of that order to firms with which the British firm has connections, when the former firm cannot supply. In such cases the M.E.S.C. are advised. (Examples: an order placed for wool tops on a Bradford firm was supplied by a related firm in AUSTRALIA; an order for baby food based on a U.K. firm, which was rightly graded "X", was subsequently re-graded "A" when it was found that the supply would actually be drawn from CANADA.)

36. PROGRESSING OF INDIVIDUAL ITEMS

On receipt of their copy of the lists, the United Kingdom Commercial Corporation circularise each exporter on whom an approved order of A. or B. priority has been placed, enquiring whether the goods have been manufactured and whether an export licence has been obtained, and inviting application for a permit for shipping space (See paragraph 39 below). The U.K.C.C. keep in close touch with the Export Licensing Department and the Commodity Controls concerned and, at least in the case of licences graded A, assist the exporter to obtain the necessary licences and permits. In the case

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These are received in the Most Trades Series and are given wide circulation, copies being sent to the U.K.C.C. and the Board of Trade only. The latter pass them on to the Commodity Control concerned and subsequently include these orders also in the lists.

35. SWITCHING OF ORDERS TO NEW SOURCES

In cases in which a private commercial order is placed on a firm in the UNITED KINGDOM and supply from the U.K. is impossible or undesirable, arrangements may be approved by the Board of Trade for the transfer of that order to firms with which the British firm has connections, when the former firm cannot supply. In such cases the M.E.S.C. are advised. (Examples: an order placed for wool tops on a Bradford firm was supplied by a related firm in AUSTRALIA; an order for baby food based on a U.K. firm, which was rightly graded "X", was subsequently re-graded "A" when it was found that the supply would actually be drawn from Canada.)

36. PROGRESSING OF INDIVIDUAL ITEMS

On receipt of their copy of the lists, the United Kingdom Commercial Corporation circularise each exporter on whom an approved order of A. or B. priority has been placed, enquiring whether the goods have been manufactured and whether an export licence has been obtained, and inviting application for a permit for shipping space (See paragraph 39 below). The U.K.C.C. keep in close touch with the Export Licensing Department and the Commodity Controls concerned and, at least in the case of licences graded A, assist the exporter to obtain the necessary licences and permits. In the case of items ordered on behalf of the Colonial Governments or the Iraqi Government by the Crown Agents for the Colonies, the latter carry out this task. Egyptian and Sudanese Government orders are progressed by their respective Government Offices in LONDON, and all orders, whether Government or commercial, for SYRIA and LEBANON, are progressed by the Fighting French authorities in LONDON. These various bodies all keep in close touch with the M.E.S.C. on space allotment (See paragraph 39 below).

37. ASSISTANCE BY THE CONTROLS

All the controls have been requested to give most favourable consideration to any order in respect of which a licence has been graded "A" by M.E.S.C. It is clear, however, that in certain cases further enquiries are necessary as to the use to which a particular commodity is to be put, and such enquiries are forwarded through the Board of Trade and the Supply Section for the MIDDLE EAST, Ministry of War Transport, to the M.E.S.C. Licences graded B are judged on their merits.

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requirements which cannot be met from the UNITED KINGDOM are passed on with comments to the British Supply Council in WASHINGTON, who then make arrangements, if possible, with the UNITED STATES authorities for supply from the U.S.A. The Allied Supplies Executive Secretariat is responsible for:-

(a) Passing on to the Board of Trade lists of Turkish orders (which have so far been received only by telegram) for circulation in the same way as those of the other MIDDLE EAST territories.

(b) Ensuring that Turkish orders are followed up by the U.K.C.C. and sponsoring them itself where necessary.

(c) Transmitting Turkish orders to the British Supply Council in the U.S.A. in the Lorne Invigorate series and passing on WASHINGTON's replies (which are received in the Helen Invigorate series) to ANKARA.

If complaints are received from exporters regarding the non-availability or non-shipment of unrecommended private orders, the enquirer is referred back to the Turkish Bureau of Orders. This may lead to more Turkish orders going through the Bureau of Orders, and thus to the development of a kind of import licence system.

C. MONTHLY LOADING PROGRAMMES

41. SUBMISSION TO MIDDLE EAST SUPPLIES COMMITTEE, LONDON

The monthly loading programme should be received in LONDON from the Middle East Supply Centre on the 25th of the month next but one before the month to which it relates (i.e. on the 25th August for the October loading programme). It excludes the bulk items and the requirements of TURKEY. The Supply Section for the MIDDLE EAST, Ministry of War Transport, adds suggested figures for the bulk items (mainly cereals, sugar, fertilisers and tea) and receives from the U.K.C.C. a draft monthly loading programme for TURKEY which is incorporated into the table produced. The completed programme is laid before the Middle East Supplies Committee and the latter is expected to accept it, with such amendments as it sees fit, as the recognised minimum requirements of the MIDDLE EAST. In practice discussion tends to range mainly on the cereal, sugar and fertiliser requirements. The other items are usually accepted subject to such modifications as may result from U.K. or Indian export restrictions.

[illegible] REQUIREMENTS (SHIPPING) COMMITTEE

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it completely ...
the new availability ...
non-shipment of unexpended active orders, the ...
back to the normal pattern of Orders. This ...
going through the Bureau of Orders, and ...
of Export Licence cases.

C. MONTHLY LOADING PROGRAMS

41. SUBMISSION TO MIDDLE EAST SUPPLIES COMMITTEE, LONDON

The monthly loading programme should be received in ...
East Supply Centre in the 25th of the month next ...
to which it relates (i.e. on the 25th August for the ...
programme). It includes the bulk items and the ...
the Supply Section for the Middle East, Ministry of ...
allocation clause for the bulk items (mainly cereals, ...
and key) and receives from the U.K.C.C. a draft monthly ...
for theory which is incorporated in the whole programme ...
programme is then submitted to the Middle East ...
is expected to accept it, with such amendments as it ...
recommend minimum requirements of the Middle East. ...
funds to purchase supply on the spot, and further ...
other items are usually accepted subject to such policy ...
from U.K. or other export restrictions.

42. QUESTIONS TO CIVIL SERVANTS (MIS ME) COMMITTEE

After approval by the Middle East Supplies Committee, ...
submitted by the Supply Section for the Middle East to ...
ments (Shipping) Committee. This Committee is ...
It will be possible to carry it out ...
conditions that it will be possible to carry it out ...
to be available, the movements to various ports ...
Committee. The letter to them dated ... with the ...
a cut (with reference back to the M.E.S.C. ...
meeting of the Shipping Committee as a matter, with ...
counts to the allocation to the Middle East ...
would otherwise have been allotted to us ...
(a).

43. PROGRESS IN LOADING

Commercial Services Division of the Ministry of War ...
monthly requirements programme originally submitted by ...
a set out by loading ports, ships ...
have suggested that U.K. may be necessary.

38. EXPORT LICENSING

On receipt of an application for an export licence, the Export Licensing Department of the Board of Trade will grant the licence (unless there are strong reasons to the contrary) for all orders graded "A" or "B" by the M.E.S.C., and reject applications relating to all orders graded "X". Should the order in respect of which an application for an export licence has been made not appear on the lists received from the M.E.S.C., Export Licence Department will reject the application in order not to have too many pending at any one time. Where the application is for a commodity which is marked "P" on the Commodity Index (i.e. whose import into the MIDDLE EAST is regarded as undesirable by the M.E.S.C.) the rejection is final. In other cases, the rejection is accompanied by a statement to the effect that should the competent authorities in the MIDDLE EAST subsequently recommend the import of this particular order, the exporter will be so notified by the U.K.C.C. He may then apply again, and his application will receive favourable consideration. The exporter is asked to quote a reference number supplied by the U.K.C.C., which will enable the Export Licensing Department to identify the order in question.

In the case of territories for which no export licence lists have been received (PERSIA, BRITREA, SAUDI ARABIA, ETHIOPIA), export licence applications are authorised at the discretion of the Board of Trade and other departments concerned. This procedure has until recently applied also to IRAQ, but IRAQ is now about to be brought within the normal procedure.

Export licence applications for PERSIA and IRAQ are referred to the Ministry of Economic Warfare for confirmation that no economic warfare objection exists.

39. ALLOTMENT OF SHIPPING SPACE

The U.K.C.C. acts as the agent of the Minister of War Transport in the allotment of shipping space. Shipping space permits are granted for all goods covered by an export licence and an import licence graded "A" or "B" by the M.E.S.C. The U.K.C.C. undertakes the routing forward of the goods for shipment and determines shipping priorities on the basis of indications received from the M.E.S.C. and, where necessary, from the competent departments in LONDON. The Ministry of War Transport attempts to allot to the U.K.C.C. a volume of shipping space compatible with that part of each monthly loading programme which relates to supply from the U.K. The U.K.C.C. also allots shipping space to certain items appearing on military programmes (requirements of strategic railways and the Suez Canal Co., all supply

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Licensing Department to Ministry.

In the case of territories for which no export licence lists have been received (PERSIA, ERITREA, SAUDI ARABIA, ETHIOPIA), export licence applications are authorised at the discretion of the Board of Trade and other departments concerned. This procedure has until recently applied also to IRAQ, but IRAQ is now about to be brought within the normal procedure.

Export licence applications for PERSIA and IRAQ are referred to the Ministry of Economic Warfare for confirmation that no economic warfare objection exists.

39. ALLOTMENT OF SHIPPING SPACE

The U.K.C.C. acts as the agent of the Minister of War Transport in the allotment of shipping space. Shipping space permits are granted for all goods covered by an export licence and an import licence graded "A" or "B" by the M.E.S.C. The U.K.C.C. undertakes the calling forward of the goods for shipment and determines shipping priorities on the basis of indications received from the M.E.S.C. and, where necessary, from the competent departments in LONDON. The Ministry of War Transport attempts to allot to the U.K.C.C. a volume of shipping space compatible with that part of each monthly loading programme which relates to supply from the U.K. The U.K.C.C. also allots shipping space to certain items appearing on military programmes (requirements of strategic railways and the Suez Canal Co., oil company requirements, steel required for military use and occasional special orders) which are shipped commercially. (See paragraph 23 above). The Ministry of War Transport grants U.K.C.C. from time to time a special space allotment to allow for these shipments.

In the case of territories for which no import licence lists have been received, the U.K.C.C. grants shipping space permits on the basis of the Commodity Index issued by the M.E.S.C. The same procedure will also apply to IRAQ, until existing orders pending shipment and not covered by import licences have been cleared. For PERSIA and IRAQ the Red Sea Index is used as a general guide only, pending receipt from M.E.S.C. of a Persian Gulf Commodity Index.

40. PROCEDURE FOR TURKISH REQUIREMENTS

Lists of approved Turkish requirements (other than those which are supplied from pools under the control of M.E.S.C. - these are referred to M.E.S.C. in the first instance -) for procurement in the UNITED KINGDOM or the U.S.A. are forwarded by the Co-ordinating Committee at WASHINGTON to the Allied Supplies Executive Secretariat in the War Cabinet Offices. The lists are considered in LONDON by the departments interested and those requirements/...

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44. MILITARY FOODSTUFFS

At this stage figures of foodstuffs required by the British and American Forces in the MIDDLE EAST, which have been prepared by the Ministry of Food in consultation with the War Office, and previously submitted to the Civil Requirements (Shipping) Committee, are added to the Civil Requirements programme by loading areas. This explains why the programme, as originally submitted (by consuming areas) to the Middle East Supplies Committee, and the programme by loading areas ultimately telegraphed out to the Ministry of War Transport's Representatives, do not coincide. The fact that Military Foodstuffs are shown on the Civil Programme separately from foodstuffs required for civil consumption does not in any way prejudice the operation under the guidance of the M.E.S.C. of the pools of wheat and sugar in the MIDDLE EAST and PERSIAN GULF. The forced supplies of these commodities are fed into the pools and their requirements are drawn from them. Experience has shown that economy of effort results from civil and military bulk foodstuffs being handled as one.

45. NOTIFICATION TO LOADING AREAS

The loading programme as finally approved by loading areas is telegraphed out in the form of broad headings only to the Ministry of War Transport Representatives in the various loading areas. They have been instructed to regard this programme, insofar as commercial orders are concerned, as a broad total only and are given full latitude to effect switches between various classes of commodities in the light of availabilities, provided they keep within the total tonnage allowed to them. They have been instructed to be guided in this respect by the lists of graded Import Licences which are regularly forwarded to them by the M.E.S.C. In the case of territories for which no such lists are received. (PERSIA, ETHIOPIA, ERITREA and SAUDI ARABIA), they generally accept all cargo tendered within the limits of the programme.

46. DISTRIBUTION OF MILITARY AND CIVIL PRIORITIES

As regards the programme from NORTH AMERICA to the MIDDLE EAST, arrangements have been made to integrate the military and civil priorities. The Commander in Chief, MIDDLE EAST, is asked what cargo he would load, both civil and military, if the tonnage at his disposal were "A" tons or "B" tons, the figures A and B varying from month to month in the light of the minimum expected allocation and the probable allocation of tonnage. The reply is agreed between the military authorities in the MIDDLE EAST and the M.E.S.C. In the light of that reply a telegram to the Ministry of War Transport Representative at NEW YORK splits up the military and civil requirements within the three main priority categories, namely Military A (="Civil Special"),

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The loading programme as finally approved by [illegible] is set out in the form of broad headings only to the Ministry of War Transport Representatives in the various loading ports. They have been instructed to regard this programme, insofar as commercial orders are concerned, as a broad total only and are given full latitude to effect switches between various classes of commodities in the light of availabilities, provided they keep within the total tonnage allowed to them. They have been instructed to be guided in this respect by the lists of graded Import Licences which are regularly forwarded to them by the M.E.S.C. In the case of territories for which no such lists are received. (PERSIA, ETHIOPIA, ERITREA and SAUDI ARABIA), they gener ally accept all offers tendered within the limits of the programme.

46. INTEGRATION OF MILITARY AND CIVIL PRIORITIES

As regards the programme from NORTH AMERICA to the MIDDLE EAST, arrangements have been made to integrate the military and civil priorities. The Commander in Chief, MIDDLE EAST, is asked what cargo he would load, both civil and military, if the tonnage at his disposal were "A" tons or "B" tons, the figures A and B varying from month to month in the light of the minimum expected allocation and the probable allocation of tonnage. The reply is agreed between the Military Authorities in the MIDDLE EAST and the M.E.S.C. In the light of that reply a telegram to the Ministry of War Transport Representative at NEW YORK splits up the military and civil requirements within the three main priority categories, namely Military A (="Civil Special"), Military B (= Civil "A"), Military C (=Civil "B"). This system for the present applies only to cargo from NORTH AMERICA, but may be extended to other areas should the need arise. The telegram giving the Joint military and civil priorities is prepared in the War Office after discussion at the Military Requirements (Shipping) Committee, and after consultation with the Supply Section for the MIDDLE EAST, Ministry of War Transport.

47. EXECUTION OF PROGRAMMES

The execution of all LONDON Shipping arrangements is followed by the Programmes and Fulfilment (Returns) Committee of the Ministry of War Transport (1) Under its direction a monthly report is issued by the Ministry of War Transport of the tonnage of cereals, sugar, fertilisers, "other foods" and "other supplies" lifted from each area in a particular month, as well as of the anticipated arrivals in the MIDDLE EAST month by month of these commodities, insofar as they have already sailed. These reports are usually issued about the 15th of the month following shipment, and will in future be circulated to the Middle East Supplies Committee. Copies will be sent to the M.E.S.C. and to the British Supply Council, WASHINGTON.

D./...

(1) See Appendix II

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D. SPECIAL ARRANGEMENTS FOR CERTAIN COMMODITIES

48. COMMODITIES WHICH ARE IMPORTED INTO THE MIDDLE EAST UNDER THE CENTRALISED CONTROL OF M.E.S.C. (SEE PARAGRAPH 21 ABOVE)

The monthly loadings of these are determined by the departments concerned in LONDON, based on advice received from M.E.S.C., and the quantities agreed are added to the Six Months' and Monthly Loading Programmes for endorsement by Middle East Supplies Committee and the Civil Requirements (Shipping) Committee.

49. COMMODITIES WHICH ARE NOT PROCURED OR PROCESSED THROUGH M.E.S.C. (SEE PARAGRAPH 23 ABOVE)

(i) OIL COMPANY REQUIREMENTS

These do not appear on M.E.S.C. import licence lists. Requests for shipment are submitted by the oil companies (after recommendation where necessary by the Fuel Committee at CAIRO) to the Ministry of Fuel and Power (Petroleum Department) which confirms the essentiality of the requests. Lists of oil company requirements are then forwarded to the War Office and included in the Military Programme.

(ii) REQUIREMENTS OF STRATEGIC RAILWAYS AND THE SUEZ CANAL CO.

Requirements of certain rail companies recognised by the C-in-C. MIDDLE EAST to be of strategic importance (these include the railway systems of EGYPT, SUDAN, PALESTINE, SYRIA, LEBANON, IRAQ and PERSIA, the Suez Canal Co. and the Port Directorate of BASRA) do not appear on the import licence lists submitted by the M.E.S.C. The orders placed by these companies are certified by the appropriate military authorities in CAIRO and BAGDAD and assistance for the procurement of supplies from the U.K. is given by the War Office. They appear on the military shipping programme.

(iii) SHIPBUILDING AND SHIP REPAIRING MATERIALS

Shiprepairing materials ordered by the U.K.C.C. to constitute a pool from which supplies can be drawn in the MIDDLE EAST under the authority of the Director of Merchant Ship Repairing, MIDDLE EAST, do not appear on the M.E.S.C. import licence lists. The procurement of these goods is sponsored by the Ministry of War Transport and they are added to the civil requirements programme by the Supply Section for the MIDDLE EAST, Ministry of War Transport,

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These do not appear on M.E.S.C.O. import licence lists. Requests for shipment are submitted by the oil companies (after recommendation where necessary by the Fuel Committee at S.I.T.S.O) to the Ministry of Fuel and Power (Petroleum Department) which confirms the essentiality of the requests. Lists of oil company requirements are then forwarded to the War Office and included in the Military Programme.

(ii) REQUIREMENTS OF STRATEGIC RAILWAYS AND THE SUEZ CANAL CO.

Requirements of certain rail companies recognised by the C-in-C. MIDDLE EAST to be of strategic importance (these include the railway systems of EGYPT, SUDAN, PALESTINE, SYRIA, LEBANON, IRAQ and PERSIA, the Suez Canal Co. and the Port Directorate of BASRA) do not appear on the import licence lists submitted by the M.E.S.C.O. The orders placed by these companies are certified by the appropriate military authorities in CAIRO and BAGHDAD and assistance for the procurement of supplies from the U.K. is given by the War Office. They appear on the military shipping programme.

(iii) SHIP BUILDING AND SHIP REPAIRING MATERIALS

Shiprepairing materials ordered by the U.K.C.C. to constitute a pool from which supplies can be drawn in the MIDDLE EAST under the authority of the Director of Merchant Ship Repairing, MIDDLE EAST, do not appear on the M.E.S.C.O. import licence lists. The procurement of these goods is sponsored by the Ministry of War Transport and they are added to the civil requirements programme by the Supply Section for the MIDDLE EAST, Ministry of War Transport, on advice from the U.K.C.C., who know when these goods will become available.

SUPPLY SECTION FOR THE MIDDLE EAST,
MINISTRY OF WAR TRANSPORT,
BERKELEY SQUARE HOUSE,
LONDON, W.1.

24th September, 1942.

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JH

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APPENDIX I.

COMMITTEES IN THE MIDDLE EAST

The following is a brief description of the composition and functions of the various Committees in the MIDDLE EAST which are concerned with questions of programming and import licencing policy. The list does not include

(a) Committees on which the British or United States authorities are not in any way represented, nor

(b) Committees which deal with other aspects of supply and related problems, e.g. local development, local purchases, transport, ports, etc.

1) SUPPLY AND TRANSPORTATION SUB-COMMITTEE OF THE MIDDLE EASTERN WAR COUNCIL

COMPOSITION

The Sub-Committee consists of representatives of the following:

Each of the Fighting Services
His Majesty's Embassy at CAIRO
The Middle East Supply Centre
The UNITED KINGDOM Commercial Corporation
The CAIRO Petroleum Committee
The Chairman of an Advisory Committee of business men in EGYPT.

The Chairman is the Minister of State.

The Committee meets at such intervals (varying from 3 days to 3 weeks) as may be necessary.

FUNCTIONS

At the first meeting, held on the 18th August, 1941, it was agreed that the terms of reference of the Committee should be:

"To review problems of

(a) supply and

(b) transportation

...ch of the Fighting Services
His Majesty's Embassy at CAIRO
The Middle East Supply Centre
The UNITED KINGDOM Commercial Corporation
The CAIRO Petroleum Committee
The Chairman of an Advisory Committee of business men in EGYPT.

The Chairman is the Minister of State.

The Committee meets at such intervals (varying from 3 days to 3 weeks) as may be necessary.

FUNCTIONS

At the first meeting, held on the 16th August, 1941, it was agreed that the terms of reference of the Committee should be:

"To review problems of

(a) supply and

(b) transportation

in rearward areas and to give such directions as may be required at the ministerial level".

(The phrase "rearward areas" referred to areas outside the zone of active operations.)

c) MIDDLE EAST SUPPLY COUNCIL

COMPOSITION

The Director of the Middle East Supply Centre
Representatives of the Government of the U.S.A.
A representative of the Governments of SUDAN, PALESTINE, MALTA, CYPRUS, ADEN, and of the Residency in TRANSJORDAN.
A representative from H.M. Embassies at CAIRO, ANKARA and BAGHDAD, and H.M. Legations at TEHERAN, BEIRUT, JEDDA and ADDIS-ABABA.
A representative of the East African War Supplies Board.
The representative of the Ministry of War Transport in the MIDDLE EAST.
A representative /...

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A representative of the UNITED KINGDOM Commercial Corporation
A representative of the C.-in-C. MIDDLE EAST
A representative of the C.-in-C. MEDITERRANEAN
The Secretary General of the Middle East Supply Centre

The Chairman is the Minister of State.

The Council meets at six-monthly intervals (usually April/May and October/November.)

FUNCTIONS

The Council meetings are held in order:

(a) to determine import quotas for each territory in the area to cover the ensuing six-monthly period (i.e. January/June or July/December), to prepare on the basis of these a 6 months' requirements' programme for imports into the area.

(b) to discuss any other matters falling within the functions of the Middle East Supply Centre, such as import licencing policy and problems concerning inter-territorial trade.

3) EXECUTIVE COMMITTEE OF THE MIDDLE EAST SUPPLY CENTRE

COMPOSITION

The Secretary to the Minister of State's Office.
The Director and the Secretary-General of the Middle East Supply Centre.
A representative of H.M. Embassy in CAIRO
The representative of the Ministry of War Transport in the MIDDLE EAST.
A representative of the C.-in-C. MIDDLE EAST.
The Chairman, UNITED KINGDOM Commercial Corporation in EGYPT, and such other persons as may from time to time be invited to assist.

Changes in the composition of the Committee are, however, now under consideration.

Meetings are held as often as may be necessary for the efficient conduct of current business.

FUNCTIONS

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problems concerning inter-territorial trade.

3) EXECUTIVE COMMITTEE OF THE MIDDLE EAST SUPPLY CENTRE

COMPOSITION

The Secretary to the Minister of State's Office.
The Director and the Secretary-General of the Middle East Supply Centre.
A representative of H.M. Embassy in CAIRO
The representative of the Ministry of War Transport in the MIDDLE EAST.
A representative of the C.-in-C. MIDDLE EAST.
The Chairman, UNITED KINGDOM Commercial Corporation in EGYPT, and such other persons as may from time to time be invited to assist.

Changes in the composition of the Committee are, however, now under consideration.

Meetings are held as often as may be necessary for the efficient conduct of current business.

FUNCTIONS

The Executive Committee is responsible for carrying out the current executive work of the Middle East Supply Centre.

4) JOINT SUPPLIES COMMITTEE FOR EGYPT

COMPOSITION

The Egyptian Under-Secretaries of State for Finance, Supplies and Agriculture.
The Secretary-General of the Egyptian Ministry of the Interior.
The Director-General, Credit Agricole.
The Egyptian Government Commissioner of Stock Exchanges.
The Financial Secretary to the Egyptian Ministry of Finance.
The British Commercial Secretary.
The Financial Adviser to the British Embassy.
The Chairman of the UNITED KINGDOM Commercial Corporation, MIDDLE EAST.
The Director-General of the Middle East Supply Centre/...

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Representatives of the UNITED STATES Legation.
The Director of the Minister of Supplies Cabinet for supplies (Joint Secretary).
A representative of the Minister of State's Office. (Joint Secretary).

In addition to the above, representatives of the South African Government and the Sudan Government occasionally attend at the request of the Egyptian Government, and additional representatives of GHQ and M.E.S.C. also sometimes attend.

The Chairman is the Egyptian Minister of Finance.

The Committee meets at intervals of approximately 10-14 days.

FUNCTIONS:

The Committee was formed in February, 1942, for the joint consideration of all questions of supplies affecting Egypt.

5) ANGLO-EGYPTIAN CEREALS' CONTROL COMMITTEE

COMPOSITION

The personal representative of the Egyptian Prime Minister
The Commercial Secretary to the British Embassy
The Director-General of the Middle East Supply Centre.
A representative of the Office of the Minister of State. (Secretary)
The Egyption Under-Secretaries of State for Finance and Supplies.

The Chairman is the Egyptian Minister of Supplies.

Meetings are held at irregular intervals.

FUNCTIONS

The chief function of the Committee is to organise the control and distribution of wheat and other cereals in EGYPT.

The Committee has both EGYPT and British representatives in the Provinces to report on the cereals situation in each district. The Committee's decisions are taking on the basis of these reports and the Minister of

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The Committee was formed in February, 1942, for the [illegible] of all questions of supplies affecting Egypt.

5) ANGLO-EGYPTIAN CEREALS' CONTROL COMMITTEE

COMPOSITION

The personal representative of the Egyptian Prim. Minister
The Commercial Secretary to the British Embassy
The Director-General of the Middle East Supply Centre.
A representative of the Office of the Minister of State. (Secretary)
The Egyptian Under-Secretaries of State for Finance and Supplies.

The Chairman is the Egyptian Minister of Supplies.

Meetings are held at irregular intervals.

FUNCTIONS

The chief function of the Committee is to organize the control and distribution of wheat and other cereals in EGYPT.

The Committee has both EGYPT and British representatives in the Provinces to report on the cereals situation in each district. The Committee's decisions are taking on the basis of these reports and the Minister of Supplies is responsible for carrying them out.

6) ANGLO-EGYPTIAN FERTILISER COMMITTEE

COMPOSITION

The Committee is composed of representatives of the Egyptian and British Governments, of the CHILE Nitrate Corporation, the Credit Agricole, and of other interests concerned with fertilisers. The Chairman of this Committee is the Under-Secretary of State for the Ministry of Finance.

Meetings are held at irregular intervals.

FUNCTIONS

The Committee discusses problems regarding the import and distribution of Chilian nitrates.

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7) COMMISSION SUPERIEURE DE RAVITAILLEMENT, SYRIA AND THE LEBANON

COMPOSITION

This Commission, which was set up by General DENTZ in May, 1941, is composed of one representative of the High Commissioner (President), one representative of SYRIA, one representative of the LEBANON, and one representative of the British authorities (the M.E.S.C. representative in SYRIA, who is also Vice-President).

Its decisions have to be unanimous. If motions are divided the final decision rests with the High Commissioner.

The Commission is supposed to meet alternatively in DAMASCUS and BEIRUT. In fact, it rarely meets, but it has offices, a French Secretary-General and several other officials who do, in fact, carry out the functions of the Commission under the control of the French President.

FUNCTIONS

The Commission is responsible for determining import and export licence quotas, subject to the endorsement of M.E.S.C., and for recommending to M.E.S.C. import requirements of pooled commodities such as cereals and sugar. It supervises the work of the State Supply Services, who are responsible for:-

(i) The issue of import and export licences.

(ii) The issue of ration cards.

(iii) The purchase of wheat.

8) SYRIA-AMERICAN SUPPLIES COMMITTEE, BAGHDAD

COMPOSITION

This is an Informal Committee, the existence of which has not been officially divulged to the Iraqi Government. Its composition is as follows:-

The American Charge d'Affaires and another representative of the American Legation.
The Assistant Commercial Secretary, British Embassy.
Representatives of the 10th Army.
The Director-General of Supplies for the Iraqi Government.

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FUNCTIONS

The Commission is responsible for determining import and export licence quotas, subject to the endorsement of M.E.S.C., and for recommending to M.E.S.C. import requirements of pooled commodities such as cereals and sugar. It supervises the work of the State Supply Services, who are responsible for:-

(i) The issue of import and export licences.

(ii) The issue of ration cards.

(iii) The purchase of wheat.

8) ANGLO-AMERICAN SUPPLIES COMMITTEE, BAGHDAD

COMPOSITION

This is an informal Committee, the existence of which has not been officially divulged to the Iraqi Government. Its composition is as follows:-

The American Charge d'Affaires and another representative of the American Legation.
The Assistant Commercial Secretary, British Embassy.
Representatives of the 10th Army.
The Director-General of Supplies for the Iraqi Government.
The Controller of Imports for the Iraqi Government (who is also the representative of M.E.S.C. in IRAQ).
A representative of U.K.C.C.
A representative of the Ministry of War Transport.

The Chairman is the Commercial Secretary to the British Embassy.

The British Advisers to the Iraqi Ministries of Finance and of Communications and Works attend the Committee for consultation when necessary.

Meetings are held at fortnightly intervals.

FUNCTIONS

The Committee was set up in May, 1942, to "examine import licensing policy, assess essential requirements for communications to M.E.S.C. and to study the most effective methods for dealing with local supply problems in general." It carries out its decisions by issuing informal policy directives to, and supervising the work of, the Iraqi Central Supplies Committee, (now legally established)/...

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established as "the sole executive organ for dealing with supplies"), and the Iraqi Central Imports Committee. The latter Committees are composed entirely of Iraqi Government officials, but the Central Supplies Committee includes the British Advisers to the Ministry of Finance and Communications and Works and the British Director of Supplies; the two latter also sit on the Central Imports Committee, of which the British Adviser to the Ministry of Communications and Works is Chairman.

9) ANGLO-AMERICAN CENTRAL SUPPLIES COMMITTEE, TEHRAN

COMPOSITION

This Committee, unlike its opposite number in BAGDAD, is an official committee set up with the concurrence of the Persian Government. Its composition is as follows:

The UNITED STATES Minister
The First Secretary, UNITED STATES Legation
The Commercial Secretary, British Legation.
The British Military Attache.
The Director of Transportation
Representative of 10th Army
" M.E.S.C.
" M.E.W.
" U.K.C.C.
Manager of Imperial Bank of PERSIA.

The Chairman is the British Minister.

Meetings are held monthly.

FUNCTIONS

The Committee was formed in May, 1942 to "deal with Persian supply and transport problems". It is responsible for determining import quotas and for supervising import licence policy. A revised system of import licensing, according to which import licences are issued with regard to supply and shipping considerations, has now been introduced by the Persian Government at the instigation of the Committee.

10) THE PERMANENT SUB-COMMITTEE OF THE CENTRAL SUPPLIES COMMITTEE

COMPOSITION

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composition is as follows:

The UNITED STATES Minister
The First Secretary, UNITED STATES Legation
The Commercial Secretary, British Legation.
The British Military Attaché.
The Director of Transportation
Representative of 10th Army
" M.E.S.C.
" M.E.W.
" U.K.C.C.
Manager of Imperial Bank of PERSIA.

The Chairman is the British Minister.

Meetings are held monthly.

FUNCTIONS

The Committee was formed in May, 1942 to "Deal with Persian supply and transport problems". It is responsible for determining import quotas and for supervising import licence policy. A revised system of import licensing, according to which import licences are issued with regard to supply and shipping considerations, has now been introduced by the Persian Government at the instigation of the Committee.

10) THE PERMANENT SUB-COMMITTEE OF THE CENTRAL SUPPLIES COMMITTEE

COMPOSITION

The First Secretary to the UNITED STATES Legation.
The Commercial Secretary to the British Legation.
The Manager of the Imperial Bank of PERSIA.
The representative of M.E.S.C.
" M.E.W.
" U.K.C.C.

FUNCTIONS

This Sub-Committee handles the routine work involved in import licence control and day to day supply and transportation problems. It reports to the Central Supplies Committee once a month.

11) JOINT COMMITTEE

COMPOSITION

This Joint Committee consists of the Permanent Sub-Committee meeting with a parallel Workington Committee of Persian officials set up by the Persian Government.

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FUNCTIONS

The Joint Committee deals with all questions of supply and transport in addition to routine matters of import licensing, and empowers the permanent Sub-Committee to place before the Central Supplies Committee all questions of major importance concerning higher policy arising from these joint meetings.

12) ANGLO-AMERICAN COORDINATING COMMITTEE, TYPE, ANKARA.

COMPOSITION

The meetings of this Committee are attended by:

The British and UNITED STATES Ambassadors, Lord CARLISLE (Head of the U.K.C.C. in TURKEY), the British Commercial Secretary, and representatives of the UNITED STATES Embassy, and of the British and American Service Attachés.

The Whole time Chairman is a British official, Mr. Somerville-Smith.

FUNCTIONS

The Turkish Authorities have been requested to pass to the Co-ordinating Committee all orders, both Government and commercial, for goods to be procured in the U.K., the UNITED STATES, or INDIA. The Co-ordinating Committee examines these orders, investigates their essentiality in cases where the goods are in Allied short supply, and passes them on to LONDON.

It communicates with the Turkish Government through the Turkish Control Bureau, a parallel Committee set up by the Turkish Government to co-ordinate and list for the Co-ordinating Committee applications received from importers.

13) ADVISORY COMMITTEE ON MEDICAL PLANS

COMPOSITION

The composition of this Committee, which has only recently been set up, was proposed as follows:

A representative of the Middle East Supply Centre
A well-known English Medical Practitioner, resident in EGYPT, to be nominated by H.M. Embassy.
A representative of the Egyptian Ministry of Health.
A representative of U.S. Embassy

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The Whole-time Chairman is a British official, Mr. Somerville-Smith.

FUNCTIONS

The Turkish Authorities have been requested to pass to the Co-ordinating Committee all orders, both Government and commercial, for goods to be procured in the U.K., the UNITED STATES, or CANADA. The Co-ordinating Committee examines these orders, investigates their essentiality in cases where the goods are in Allied short supply, and passes them on to LONDON.

It communicates with the Turkish Government through the Turkish Central Bureau, a parallel Committee set up by the Turkish Government to co-ordinate and list for the Co-ordinating Committee applications received from importers.

13) ADVISORY COMMITTEE ON MEDICAL SUPPLIES

COMPOSITION

The composition of this Committee, which has only recently been set up, was proposed as follows:

A representative of the Middle East Supply Centre
A well-known English Medical Practitioner, resident in EGYPT, to be nominated by H.M. Embassy.
A representative of the Egyptian Ministry of Health.
A representative of H.M. Embassy
A representative of the U.N.R.R.A.

The Chairman is the Director of Army Medical Services in the MIDDLE EAST (or his representative).

FUNCTIONS

The Committee will be responsible for advising M.E.S.C. regarding use, storage and turnover of the MIDDLE EAST medical reserve stock, the shipment of which is now being arranged. Its functions will also include:

(i) the co-ordination of civilian and service medical requirements generally;

(ii) the preparation of a list of essential medical supplies, with particular reference to those which are in world short supply, and the recommendation of all possible measures to procure these within the area.

(iii)/...

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(iii) the making of recommendations regarding the minimum types of medical supplies which must be imported into the MIDDLE EAST area, and the preparation of a list of those supplies whose import should be prohibited;

(iv) the discussion of particular medical problems affecting UNRRT, representatives of the Egyptian medical profession being called in for this purpose as necessary, and

(v) watching such matters as Egyptian A.R.P. and possible epidemics.

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Colonial Office.
Board of Trade.
Ministry of Supply.
Ministry of War Transport.
Ministry of Food.
A Representative of the United Kingdom Commercial Corporation is also a member of the Committee.

The Chairman is the Right Hon. Captain H. Crookshank, M.P., Financial Secretary to the Treasury.

Joint Secretaries are appointed from the Ministry of War Transport and the War Cabinet Offices.

The Committee meets at the War Cabinet Offices as often as is necessary, and in practice, about once a fortnight.

FUNCTIONS. The Committee has been set up to consider questions of policy relating to civil supplies to the Middle East area, including UNRRA and UNRQ.

In practice, questions which are brought before the Committee consist mainly of the following types: (a) the approval of six monthly requirements programmes and monthly loading programmes (b) cases in which ministerial authority, delegated for such matters to Captain Crookshank, who has ministerial rank, is sought for a course of action, for instance when it is proposed that further commodities should be pooled and the U.K.C.C. be given a virtual import monopoly on any particular commodity; (c) other major questions of policy regarding ministerial sanction; (d) cases in which differences of points of view of various Departments have to be reconciled.

The executive action arising out of the work of the Committee is undertaken by the Supply Section for the MIDDLE EAST in the Ministry of War Transport. The duties of this Section include: (a) compilation of requirements programmes for submission to the Committee, (b) handling of correspondence with the Middle East Supply Centre, (c) preparation for the Committee of papers on questions of policy arising out of the work of the Middle East Supply Centre.

A considerable amount of the work arising out of recommendations of the Middle East Supply Centre is carried on under the auspices of the Middle East Supplies Committee by small informal meetings of Representatives of the Departments immediately concerned.

2) CIVIL REQUIREMENTS (SHIPPING) COMMITTEE.

CONSTITUTION. The Committee consists of representatives of the various

Divisions/

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Divisions of the Ministry of War Transport concerned with the execution of civil programmes, the Ministry of Food, Ministry of Supply, Board of Trade, Ministry of Production, Ministry of Agriculture, U.K.C.C.

A representative of the UNITED STATES War Shipping Administration also attends.

The Chairman is Mr. Christopher, Director of Commercial Services, Ministry of War Transport.

The Committee meets at the Ministry of War Transport once a week.

FUNCTIONS.

The Committee was set up to receive and to consider civil requirements for shipping. No requirements for non-tanker borne tonnage, except in the case of coal and local trades, will be considered by the Ministry of War Transport unless submitted through the Committee, though Military programmes are not dealt with by that Committee. The six-monthly and monthly requirements programmes prepared by the Middle East Supply Centre are, after approval by the Middle East Supplies Committee, submitted to the Civil Requirements (Shipping) Committee by the Supply Section for the MIDDLE EAST, Ministry of War Transport, who are represented on it.

4) MILITARY REQUIREMENTS (SHIPPING) COMMITTEE

COMPOSITION

The Committee consists of representatives of the Divisions of the Ministry of War Transport concerned with the execution of military shipping programmes representatives of the War Office, Air Ministry, Admiralty, Ministry of Supply. The representatives of the Dominion and Indian Governments attend when necessary.

A representative of the UNITED STATES War Shipping Administration also attends.

The Chairman is Sir George Campbell, K.C.I.E., Commercial Director of Sea Transport Division.

The Committee meets at the Ministry of War Transport once a week.

The Supply Section for the MIDDLE EAST, Ministry of War Transport, is represented on this Committee.

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4) MILITARY REQUIREMENTS (SHIPPING) COMMITTEE

COMPOSITION

The Committee consists of representatives of the Divisions of the Ministry of War Transport concerned with the execution of military shipping programmes representatives of the War Office, Air Ministry, Admiralty, Ministry of Supply. The representatives of the Dominion and Indian Governments attend when necessary.

A representative of the UNITED STATES War Shipping Administration also attends.

The Chairman is Sir George Campbell, K.C.I.E., Commercial Director of Sea Transport Division.

The Committee meets at the Ministry of War Transport once a week.

The Supply Section for the MIDDLE EAST, Ministry of War Transport, is represented on this Committee.

FUNCTIONS

The Committee receives and considers programmes of shipping for military requirements.

5) SHIPPING COMMITTEE

COMPOSITION

The Committee consists of official representatives of the Service Departments, Ministry of Production, Ministry of Food, Ministry of War Transport and the War Cabinet Offices. Representatives are chiefly heads of Departments or their deputies. Other Departments may be asked to attend from time to time.

The Committee is under the Chairmanship of Mr. HARCOURT-JOHNSTONE, Secretary of the Department of Overseas Trade.

The Committee meets weekly or fortnightly according to pressure of business.

ARRIONS/...

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FUNCTIONS

The Committee's terms of reference are

(a) to keep the shipping situation as a whole under review, and

(b) to consider cases involving the current use of shipping which require discussion between representatives of several Departments.

In all cases of conflict about the current use of shipping the matter would be first discussed at the Civil or Military (Shipping) Committees in the Ministry of War Transport in relation to the tonnage available, and only referred to the Shipping Committee by the appropriate Department in the event of agreement not being reached at this level or by adjustment between Ministers.

6) COMMITTEE FOR COAL SUPPLIES TO THE MIDDLE EAST AND INDIAN OCEAN AREA

COMPOSITION

The Committee consists of the Representatives of the various divisions of the Ministry of War Transport concerned with the shipment of coal to the MIDDLE EAST and INDIAN OCEAN area, the Ministry of Food and Power at the War Office.

The Chairman is Mr. T.G. Jenkins, C.B.E., M.C., Deputy Director-General of the Ministry of War Transport. The Committee meets fortnightly or whenever necessary.

FUNCTIONS

The Committee scrutinises requirements for all consumers of coal in the Eastern MEDITERRANEAN, RED SEA and INDIAN OCEAN areas. It watches stock positions, considers forward monthly arrival programmes, decides on the best loading areas in relation to the general shipping and coal supplies position and takes steps to secure adequate supplies from the most suitable sources.

7) EMPIRE CLEARING HOUSE

COMPOSITION

The Empire Clearing House consists of representatives of the Offices of the

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COMPOSITION

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The Chairman is Mr. T.C. Jenkins, C.B.E., M.C., Deputy Director-General of the Ministry of War Transport. The Committee meets fortnightly or whenever necessary.

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The Committee scrutinises requirements for all consumers of coal in the Eastern MEDITERRANEAN, RED SEA and INDIAN OCEAN areas. It watches stock positions, considers former monthly arrival programmes, decides on the best loading areas in relation to the general shipping and coal supplies position and takes steps to secure adequate supplies from the most suitable sources.

7) EMPIRE CLEARING HOUSE

COMPOSITION

The Empire Clearing House consists of representatives of the Offices of the Minister of Production, Representatives of AUSTRALIA, NEW ZEALAND, SOUTH AFRICA, SOUTHERN RHODESIA, INDIA, the COLONIES (represented by the Colonial Office), MIDDLE EAST territories (represented by the Ministry of War Transport), and the DOMINIONS. The DOMINION of Canada sends a Representative as an observer.

The Chairman is the Right Hon. LORD PORTAL, Minister of Works and Buildings.

A great deal of the work of the Committee is carried out by Sub-Committees. The Empire Clearing House meets at the Offices of the Minister of Production fortnightly and more often if necessity arises. Sub-Committees are held about twice weekly.

FUNCTIONS

The primary function of the Empire Clearing House is to constitute a composite picture of Empire and allied requirements and resources within the Western Hemisphere. It is supplied with information on MIDDLE EAST requirements by the Supply Section for the MIDDLE EAST, Ministry of War Transport/...

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Transport, who refer to the Middle East Supply Centre at CAIRO for further information when required.

8) LONDON FOOD COMMITTEE

COMPOSITION

The LONDON Food Committee consists of the Representatives of CANADA, AUSTRALIA, NEW ZEALAND, SOUTH AFRICA, SOUTHERN RHODESIA, INDIA, the COLONIES (represented by Colonial Office), BELGIAN CONGO, FREE FRENCH and DUTCH territories (represented by Foreign Office and Treasury), RUSSIA (represented by Offices of the War Cabinet), Middle Eastern territories (represented by M.E.W.T.), European Neutrals (represented by M.E.W.) and the Board of Trade (including the Post-War Commodity Policy and Relief Department).

The Chairman is Mr. J.R. Ward of the Ministry of Food.

The Committee meets at the Ministry of Food as often as is necessary.

Much of its work is done by Informal Sub-Committees.

FUNCTIONS

The Committee is responsible for presenting to the Combined Food Board a complete Empire, and where cases UNITED NATIONS, picture as regards potential supplies and essential requirements of certain foodstuffs.

Information on MIDDLE EAST requirements is provided through the Supply Section for the MIDDLE EAST, Ministry of War Transport, who are represented on the Committee and who obtain any further information that may be required from the Middle East Supply Centre, CAIRO.

9) PROCEDURES AND FULFILMENT (RETURNS) COMMITTEE.

CONSTITUTION

The Committee consists of Representatives of the various Divisions of the Ministry of War Transport concerned with the execution of programmes and of a Representative of the UNITED STATES War Shipping Administration.

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The Chairman is Mr. J.R. Maud of the Ministry of Food.

The Committee meets at the Ministry of Food as often as is necessary.

Much of its work is done by informal Sub-Committees.

FUNCTIONS

The Committee is responsible for presenting to the Combined Food Board a complete Empire, and known cases a UNITED NATIONS, picture as regards potential supplies and essential requirements of certain foodstuffs.

Information on MIDDLE EAST requirements is provided through the Supply Section for the MIDDLE EAST, Ministry of War Transport, who are represented on the Committee and who obtain any further information that may be required from the Middle East Supply Centre, CAIRO.

9) PROCESSES AND FULFILMENT (RETURNS) COMMITTEE.

COMPOSITION

The Committee consists of Representatives of the various Divisions of the Ministry of War Transport concerned with the execution of programmes and of a Representative of the UNITED STATES War Shipping Administration.

The Chairman is Mr. F.H. HARVEY, Head of the Statistical Division of the Ministry of War Transport.

FUNCTIONS

The terms of reference of the Committee are

(1) to co-ordinate the preparation of returns concerning shipping programmes for all areas for which BRITAIN is responsible and their fulfilment;

(2) to review such returns in the light of current requirements; and

(3) to arrange for the interchange of information with the War Shipping Administration in accordance with a decision of the Combined Shipping Adjustment Board.

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APPENDIX III

LOADING AREAS.

The Ministry of War Transport, LONDON, has divided the ports of the World for the purposes of statistical returns into a number of defined "loading areas". These are referred to by their numbers in telegrams from the Middle East Supply Centre giving their six monthly requirements programmes and monthly loading programmes.

The loading areas are as follows:-

Area 1 — NORTH AMERICA
" 2 — WEST INDIES and BRITISH GUIANA
" 3 — SOUTH AMERICA
" 4 — SPAIN and PORTUGAL, etc.
" 5 — WEST AFRICA
" 6 — EAST and SOUTH AFRICA and MAURITIUS

NOTE: EAST AFRICA being within the area of the Middle East Supply Centre as a supplier, arrangements have been made for supplies from EAST AFRICA to be shipped to the MIDDLE EAST in small "feeder service" ships which are usually turned round at MOMBASA or exceptionally at DAR-ES-SALAAM. Loading arrangements for these ships are concerted between the Ministry of War Transport Representative in the MIDDLE EAST and Deputy Ministry of War Transport Representative at MOMBASA.

" 7 — PERSIAN GULF, INDIA and CEYLON.

NOTE 1. Arrangements for shipments from the PERSIAN GULF to the RED SEA or Eastern MEDITERRANEAN are concerted between the Ministry of War Transport Representatives in EGYPT and at BASRA.

NOTE 2. The Middle East Supply Centre has been asked to distinguish between shipments from
(a) KARACHI, BOMBAY and West Coast

The leading areas are as follows:-

Area 1 — NORTH AFRICA
" 2 — WEST INDIES and BRITISH GUIANA
" 3 — SOUTH AMERICA
" 4 — SPAIN and PORTUGAL, etc.
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" 7 — PERSIAN GULF, INDIA and CEYLON.

NOTE 1. Arrangements for shipments from the PERSIAN GULF to the RED SEA or Eastern MEDITERRANEAN are concerted between the Ministry of War Transport Representatives in EGYPT and at BASRA.

NOTE 2. The Middle East Supply Centre has been asked to distinguish between shipments from
(a) KARACHI, BOMBAY and West Coast
(b) CALCUTTA, MADRAS and East Coast, and
(c) CEYLON.

" 8 — AUSTRALASIA
" 11 — U.S.S.R.
" 12 — U.S.

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APPENDIX IV

STATUS OF MIDDLE EAST TERRITORIES

The following indicates the political status of the territories whose imports are wholly or partly controlled by the Middle East Supply Centre:-

(A)	Sovereign States:	EGYPT
		ETHIOPIA
		IRAQ
		LEBANON (1)
		PERSIA
		SAUDI ARABIA
		SYRIA (1)
		TURKEY
(B)	Condominium:	ANGLO-EGYPTIAN SUDAN
(C)	Mandated Territories:	PALESTINE
		TRANSJORDAN
(D)	Colonies:	ADEN
		BRITISH SOMALILAND (2)
		CYPRUS
		MALTA
(E)	Occupied Enemy Territory:	ERITREA (under the Administration of MIDDLE EAST Command)

(1) Subject to the fact that the mandate to FRANCE has not been formally terminated.

(2) Temporarily under military administration.

		SYRIA (1) TURKEY
(B)	Condominium:	ANGLO-EGYPTIAN SUDAN
(C)	Mandated Territories:	PALESTINE TRANSJORDAN
(D)	Colonies:	ADEN BRITISH SOMALILAND (2) CYPRUS MALTA
(E)	Occupied Enemy Territory:	ERITREA (under the administration of MIDDLE EAST Command)

(1) Subject to the fact that the mandate to FRANCE has not been formally terminated.

(2) Temporarily under military administration.

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Lt Col Hindley-Smith

CIVIL AFFAIRS STAFF CENTRE CA/18T/RT

CO-ORDINATION OF IMPORTS

Outline of lecture by A. J. Evans

Supply Section for the Middle East, Ministry of War Transport

1. ASSUMPTIONS

It is assumed:

(a) that the objective is

(i) to ensure minimum subsistence needs of the population of the liberated or occupied zone; and
(ii) to restore their productive capacity as quickly as possible;

(b) that active operations are not taking place in the zone in question;

(c) that there is in the zone in question a merchant community, and some industry;

(d) that an adequate local administration exists, without prejudice to the nature of the future government of the territory, and

(NOTE: This latter assumption can be removed if the CCAO is prepared to perform the functions which, in the following proposals, would fall to the local administration.)

(e) that most commodities will be in world short supply, and that shipping, and perhaps also inland transport capacity, will be much below requirements.

2. THE SIX-MONTHLY PROGRAMME

(a) It is essential both for shipping and supply purposes that a long-term programme of requirements should be drawn up at the earliest possible stage.

(b) This programme should show all essential needs which should be imported in the six-monthly period, set out in tons weight. The commodity breakdown ought to be sufficiently detailed to enable supply controlling authorities to plan ahead on the assumption that they will be expected to meet a demand of the order of magnitude

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liberated or occupied zone; and

(ii) to restore their productive capacity as quickly as possible;

(b) that active operations are not taking place in the zone in question;

(c) that there is in the zone in question a merchant community, and some industry;

(d) that an adequate local administration exists, without prejudice to the nature of the future government of the territory, and

(NOTE: This latter assumption can be removed if the COAO is prepared to perform the functions which, in the following proposals, would fall to the local administration.)

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(b) This programme should show all essential needs which should be imported in the six-monthly period, set out in tons weight. The commodity breakdown ought to be sufficiently detailed to enable supply controlling authorities to plan ahead on the assumption that they will be expected to meet a demand of the order of magnitude indicated.
The programme should also distinguish between

(i) goods which can be supplied overland from neighbouring areas, and

(ii) goods which require to be imported in ocean-going shipping.

There should be a breakdown into at least two orders of priority, "A" absolutely essential, "B" most desirable but not essential. Part of the demand for any commodity may fall into "A" priority, and part in "B". When considering the inclusion of any item in the programme, the question to ask is not "Do they want it?", but "What will happen if they don't get it?"

(c) The six-monthly requirements programme should show what is essentially needed, and not what it is hoped to get. In assessing the best use of shipping, tonnage is likely to be allotted mainly in accordance with the priority of needs, so that the shipping tonnage at one time allocated to a particular area is no criterion of what it might be. The same applies to the release of commodities in short supply.

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(d) The programme should, however, keep within the limits set by insuperable local bottlenecks, such as port capacity and inland transport.

(e) There are a number of snags to be avoided in preparing or revising a six-months programme:

(i) There must be a clear distinction between the MILITARY and CIVIL programmes. Generally speaking, the military programme should be expected to cover all finished articles of military, naval or air equipment, to whomsoever consigned, and all commodities consigned to the military authorities, except those destined for the civil population. On this basis, munitions or guns consigned to the Egyptian army would be covered by the military programme, and foodstuffs consigned to CC.O for relief distribution (if that ever arose) would be on the Civil programme. Certain special programmes, such as that of oil and oil company requirements may be carried on the military programme as now. On the other hand, if all food is pooled, it would all be carried on the civil programme. These are variants at present applied in Middle East.

(ii) Attempts to import goods for which passable local substitutes exist must be resisted, even at a high financial cost (e.g. Greek attempts to import cheap groundnut oil and export expensive olive oil, change-over to cotton-seed oil in EGYPT).

(iii) Statements about the absence of any stocks in the country must be accepted in reserve. Peasant communities have almost certainly hoarded, and the enemy have not been able to get it out of them. We can do so only if confidence is restored, and desirable consumers' goods are offered to the peasant in exchange for his hoarded produce.

(f) CC.O will presumably move in with a six-months' programme in hand, prepared by the Allied Post-War Requirements Bureau (and perhaps amended by A.P.W.(E) Committee). However carefully prepared, the first task will be to check and revise in the light of information available after occupation. A suitable instrument for this task will be a joint Committee between the Civil Affairs organisation and the local administration. The participation from the outset of officers (civil or military) who know the world supply situation would be most useful. (Examples: Ziffo Committee; Combined Supplies Committees in BAGDAD and TEHRAN; Commission Superieure de Ravitaillement in BEIRUT; Middle East Supply Centre; North African Economic Board, etc.).

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3. METHODS OF PROCUREMENT

(a) Arrangements should be made for two principal methods of procurement:

(i) goods imported under Government or relief agency auspices, or "pooled goods",
(ii) goods imported through commercial channels.

(b) The six-monthly programme will have to be split up between the two classes of goods on the advice of some central body, either U.N.R.R.A. or a Committee of Combined Boards.

(c) It is probable that the following will be centrally controlled:

cereals
sugar
oils and fats
canned foods
milk, cheese, etc. from overseas
live-stock from overseas
medical supplies
transportation equipment
tyres, ship repairing materials
fuel (all fuel or coal)

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(d) description of procedure, and advantages of flexibility.

(e) snags:

apparent uncertainty and consequent anxiety of local authorities.
price factors.
quality variations.
arrangements for internal distribution.
frustrated traders (not to mention profiteers).

(f) the import licencing system.

Description of procedure (sources of supply)
Recommended items lists.

(g) Snags:

slow communications.
time lag.
attempts to dodge regulations.
difficulty of assessing essentiality.
keeping balance between different importers.
case of countries where export licencing system will not fit in with import licencing.
necessity of keeping new speculators out of trade.

(h) System is necessary, in order

(i) to enable a large number of imported requirements to be handled between people who have an adequate knowledge of the trade,
(ii) to permit the resumption of manufacture, and
(iii) pave the way to restoration of normal trade.

It cannot be long deferred, owing to time required to procure certain goods, and the anxiety of traders to resume their occupation.

4. REGULATIONS NEEDED

(a) Prohibition of import except under licence (Differentiate: export control, seizure of illicit imports, fines)

(b) Prohibition of the making of enquiries or bids abroad for the purchase of specified commodities.

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(c) Since:

slow communications.
time lag.
attempts to dodge regulations.
difficulty of assessing essentiality.
keeping balance between different importers.
case of countries where export licencing system will not fit in with import licencing.
necessity of keeping new expenditure out of trade.

(b) System is necessary, in order

(i) to enable a large number of imported requirements to be handled between people who have an adequate knowledge of the trade,
(ii) to permit the resumption of manufacture, and
(iii) pave the way to restoration of normal trade.

It cannot be long deferred, owing to time required to procure certain goods, and the anxiety of traders to secure their occupation.

4. REGULATIONS NEEDED

(a) Prohibition of import except under licence (Enforcement: export control, seizure of illicit imports, fines)

(b) Prohibition of the making of enquiries or bids abroad for the purchase of pooled commodities.
(Enforcement: censorship control).

(c) Co-ordination of exchange control with above.

(d) Regulations on internal distribution, rationing, price control etc.

5. ADMINISTRATIVE FUNCTIONS NEEDED.

(a) All civil programmes, modifications to programmes, requests for supply, discussion of sources of supply etc. to be handled through ONE channel of communication: (1) OEEC, with a central secretariat at (2) LONDON, with corresponding arrangements with WASHINGTON.

(b) Establishment of either a special branch of Civil Affairs Organisation to deal with import control, and/or an inter-Ministerial body on the spot to consider requests, together with a mixed committee with the local administration.

(c) Insistence that ALL imports (with possible exceptions with respect to trade with contiguous countries) should appear on either civil or military programme.

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6. MISCELLANEOUS.

(a) These will be required for shipping purposes. Description.

(b) The problem of "availabilities".

(c) Allowance for measurement cargo and tare.

14 Apr 43

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CIVIL DEFENCE.

CA/T/40	General Problems of Civil Defence.
CA/352	Civil Defence - (Fire Services Included)
CA/360	Civil Defence II 1. Evacuation 2. Lighting Instructions.
CA/T22/100	Civil Defence of a Port Area
CA/T/190	Civil Defence and R&D Requirements in Future Offensive Operations.
CA/T/28	Organisation of the National Fire Service.
CA/336	The problem of Fire Defence.
CA/369	Precis of Lecture on Fire Defence.
CA/343	Functional Discussion - Fire Defence.
CA/356	The Problem of Fire Defence - Fire Prevention.
CA/399	Fire Defence - Some Additional Notes on Fire Prevention.
CA/337	Incendiary Agents.
CA/398	Army Fire Service Organisation for Overseas Operations.

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CIVIL AFFAIRS STAFF COURSE

Notes on lecture by W/Comd E.J. Hodsell CB

"General Problems of Civil Defence" CA/F/40

Monday, 8 Mar 43

1. W/Comd Hodsell stated he would outline the problems and present some ideas on what might be wanted, largely based on his experiences in North Africa.

2. In the first place, when the Army makes a landing, that is an active operation in which neither P A D nor Civil Defence is really concerned, beyond the provision of elementary fire fighting appliances. The same applies to the front line.

3. When the Army advances and forms a bridgehead, presumably round a port, bases and a L of C are developed, probably including towns and civil population. Here PAD and CD are vitally necessary for the following reasons:-
   (a) If there is no protection against fire or bomb damage in the ports or bases, and the supplies are subject to raids, the rate of adv of the mil campaign will be affected.
   (b) Looking after the civilian population is not only a humanitarian but a mil necessity, having regard to
      (i) the need to use their labour
      (ii) the strain on Army resources if hoarded out civilians have to be clothed and fed from Army stys.

EQUIPMENT

4. There is no doubt that the occupied countries will be stripped of all materials and spare parts, and improvisation of even the most primitive kind may be difficult. In Algeria there was not even a spare water pipe if the water system had been bombed. Blackout materials were non-existent. Everything for PAD and CD will have to be imported in competition with all necessities, and must therefore be considered in adv and cut to a minimum.
   Int should make beforehand a careful study of vital nts so that estimates of materials required and plans can be prepared.

ORGANIZATION

5. The Org set up in North Africa seems to be reasonable; i.e.
   At Army HQ - a Col or offr of equivalent rank as Chief PAD and CD Adviser, having on his staff an Adviser for each province of the territory.

   Base Sub-Area.
   (a) Docks. It is most important that there is one offr responsible for the coord of all PAD, incl fire, in the docks. He should coord the Naval, Mil and Air Force arrangements. The following should be controlled by this offr
      (i) Scheduling of fire fighting precautions in whole docks area, detailing of fireguards, etc. Use should be made of tps available in the docks
      (ii) Provision of fire fighting appliances for example, a reasonable scale of trailer pumps. At least 30 were needed for the docks at Algiers, [illegible] available. All appliances must be pooled and be

(i) the need to use their labour
(ii) the drain on Army resources if booked out civilians have to be clothed and fed from Army stops.

EQUIPMENT

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(i) Scheduling of fire fighting precautions in whole docks area, detailing of Firemasters, etc. Use should be made of tpa available in the docks

(ii) Provision of fire fighting appliances for example, a reasonable scale of trailer pumps. At least 20 were needed for the docks at Algiers, and only 9 were available. All appliances must be pooled and be available to come on a fire. In this connection, the gt should be noted that none of our hose pipe, standard pipe or couplings fits the French and Continental water systems.

(iii) First Aid. A scale must be worked out so that sufficient doctors, attendants, first aid parties and CDs are on call. They may be obtained either from the PAD or Med & Sick Berth personnel.

(iv) Rescue Work. Pioneers will probably be able to undertake elementary rescue work. It is advisable for some trg and eqpt to be provided beforehand in this country, to enable the Pioneers to do the job without calling for more people.

(v) Gas. Part of the org should be ready to deal with persistent gas, which may gravely impede work in the docks.

(b) Town. In taking over a port, hotels and other buildings will be used as HQ, stores, etc, and therefore sub area Comd needs a rep appointed to his staff to remain in the town to look after the PAD org and act as coord between the docks, the civilians and the Mil. It is important to take over and build up an existing CD org so that it is not a burden on the Mil. Summaries of the systems in various countries are being obtained. The difficulty will lie in shortage of personnel and eqpt everywhere. They will also want tech advice and we have a tech adviser for the protection of power stations, static water supplies etc.

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PLAN OF ACTION

6. The following suggestions are made for tackling the problem from the start and not later, when it is much harder.

(a) The first thing is to select the places where RAD and CD will be required from (i) the Mil, (ii) the civilian pos of view.

(b) Draw up a plan of org and appointments required and work out an est.

(c) Select and train offrs.

(d) These offrs should work out their requirements in materials, eqpt and tpt and for org personnel in the various jobs.

The priority of shipment of the materialsrequired is very important and will be difficult in view of the requirments of the fighting force. Fire fighting eqpt for protection of ports and disembarkation of stores is the most urgent necessity. Tpt will probably have to be supplied by the Army.

7. WARNING SYSTEM.
It is very important that we should control the warning system. In Algiers we arranged that the base sub area Cmd and the AA Cmd were linked up with the RAF filter room. They received the plots and decided whether the siren should be sounded and could also warn the docks. A local alarm system was org. in the docks so that work could go on until the last second.

The right principle is to take the existing orgs and build them up, otherwise setting up our own org will involve a large number of people.

10 Mar 43
EW

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CIVIL AFFAIRS STAFF CENTRE

CIVIL DEFENCE - (WIDE SERVICES ARRANGEMENTS)

GENERAL

Civil Defence originated in this Country in April 1935, under the control of the Home Office, and was organised on the Zonal basis, with each Zone under the charge of a Commissioner responsible for the development working upon the Local Authorities acting under general Home Office direction.

The first two years were mainly occupied in work of a preparatory nature, but no compulsion was placed upon Local Authorities to provide schemes until the passing of the Air Raid Precautions Act, 1937. Under the provision of this Act, Local Authorities were divided into two Groups, viz:

1. "Scheme-making" authorities -

ENGLAND & WALES - Counties, County Boroughs,
Some large non County Boroughs.

SCOTLAND - Counties,
Large Burghs.

2. Non-scheme-making authorities.

Scheme-making authorities are responsible for the whole of their own Civil Defence plans and organisation. They appoint a Controller who is in charge of all the Civil Defence services, (usually the Clerk of the authority or the Chief Constable), there are also scheme-making authorities in the United Kingdom.

REGIONAL ORGANISATION

The country is divided into 12 Regions - 11 in ENGLAND and WALES and 1 in SCOTLAND.

A staff of Civil Defence experts is attached to each Regional Board to supervise and assist local authorities in their schemes. In addition the Regional Commissioner has an operational staff to enable him to exercise his powers in an emergency when communications with the Government may be interrupted.

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SCOTLAND - Counties,
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REGIONAL ORGANISATION

The country is divided into 12 Regions - 11 in ENGLAND and WALES and 1 in SCOTLAND.

A staff of Civil Defence experts is attached to each Regional Headquarters, to supervise and assist local authorities on any special problems. In addition the Ministry of Home Security has an inspecting staff, whose duty it is to visit local authorities, approve general Civil Defence proposals, supervise training arrangements and generally ensure that the services are maintained in an efficient state.

OBJECTS OF CIVIL DEFENCE

The main objects of Civil Defence are:-

(a) The protection of the population against all forms of air attack.
(b) The treatment of casualties, including hospitals and disposal of dead.
(c) The repair of utility undertakings to enable the normal life of the community to be resumed.
(d) Repairs of property - clearance of debris etc.

WARNING SYSTEM

The Air Raid warning system is planned to give adequate warning to the public of impending attack, so that they can go to shelter or adopt such protective measures as they may desire. Operated on receipt of warning from R.A.F.

SHELTERS/

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SHELTERS

Shelter protection has to be provided for two contingencies - Domestic and Public. Strengthening basements, Anderson Shelters, Morrison indoor shelters, surface shelters, trench systems. Factories have to provide shelter accommodation for their employees.

CIVIL DEFENCE GENERAL SERVICES

WARDENS SERVICE

Personnel Male and female. Small nucleus of whole-time paid, majority voluntary part-time unpaid.

Duties
(a) Advise and assist population on all civil defence matters affecting them.
(b) Issue, fit and periodically check respirators.
(c) Reporting of incidents during attack.
(d) General assistance at incidents.
(e) Warning of gas - rattles.

REPORT AND CONTROL SERVICE

The Report and Control Room is the nerve centre of the local civil defence organisation. Main duties to sift information as it comes in, to call out necessary services, to keep a map showing at any moment a composite picture of all damage.

Personnel Telephonists for incoming and outgoing messages. Plotter, chart worker, message clerk and record clerk. Controller and heads of services always represented.

CASUALTY SERVICES

(i) First Aid Post service, including Gas-Cleansing Centres.
(ii) Ambulance
(iii) Rescue service including First Aid as composite parties.

GAS IDENTIFICATION SERVICE

Consists of men and women with chemical qualifications who are specially trained and equipped to detect and identify possible war gases, and by their scientific experience, to advise the services at an incident.

DECONTAMINATION SERVICE

Training of local civil population in decontamination, particularly in [illegible] with service respirator and

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Consists of personnel with chemical qualifications who are specially trained and equipped to detect and identify possible war gases, and by their scientific experience, to advise the services at an incident.

DECONTAMINATION SERVICE

Trained to deal with liquid contamination, particularly in streets and buildings. Provided with service respirator and full protective clothing.

MESSENGER SERVICE

Essential in case of breakdown of communications.
Motor-cyclists - bicycles - and foot.
(Routes between 16-30; Parties 16-20).

EMERGENCY HOSPITAL SCHEME

Existing hospitals - reservation of casualty beds.
Enlarging staff and accommodation or extensions.
Build special emergency hospitals.
Convert institutions and other large buildings.

MORTUARIES/

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MORTUARIES AND DISPOSAL OF THE DEAD.

Covers collection of bodies, removal to mortuary, identification, preparation for burial (Shrouds). (Local undertakers and their staffs).

PUBLIC UTILITY REPAIR SERVICE

Gas, electricity, sewers, water, trammys etc. Provided by the respective undertakings from own personnel. Mutual aid to each other on reciprocative basis. Close contact with control room essential.

FACTORY ARP SERVICES

Civil Defence Act 1939

All employers of more than 30 persons in factory premises, mines or commercial buildings have to ensure that a proportion of employees are trained in First Aid, fire fighting and anti-gas measures. Scale of organisation, personnel and equipment according to size of undertaking and numbers employed.

POST BLITZ SERVICES

(a) Care of the homeless (rest centres). Schools, parish halls etc.
(b) Billeting and rehousing. (Survey of empty houses)
(c) Feeding. (Centres and Canteens)
(d) Information and Administrative Centres. (All services in one building).
(e) Repair services etc.

(i) Demolition of dangerous buildings and clearance of debris.
(ii) Restoration of essential services.
(iii) First Aid repairs to houses and industrial premises.
(iv) Salvage and storage.

TRAINING

Training is most essential. The policy in this country is to train the personnel in more than one branch of the service; Wardens in First Aid; light rescue and first aid personnel in each others duties and the formation of composite parties.

Instruction and training of the public in measures they can adopt for their own protection is vital. This is done by the Wardens and by

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Instruction and training of the public in measures they can adopt for their own protection is vital. This is done by the Wardens and by the distribution of pamphlets and booklets.

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CONCLUSIONS

In the early stages of occupation it is probable that there will be a shortage of civilians for Civil Defence, and in order to attain the maximum efficiency from those available it will be necessary to train them as general utility services rather than specialists in one branch.

This training can best be undertaken by Nationals trained beforehand in this country.

All the continental countries had some form of Civil Defence organisation prior to their occupation and it is reasonable to assume that the enemy will have retained them and in many cases improved them, but what will be found on re-occupation by us is problematical. There may at the

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must be a small minimum upon which to build.

One thing is certain. In the first few months after the fall of Saigon, the Communists will have to do everything possible to maintain public order and prevent panic. Failure to do so will have a disastrous effect on the entire life of the country, and particularly on the economic life of Saigon, which they will have to exploit.

(c) Electricity

Electricity may be the weakest link and some form of public service system will have to be devised.

(d) Airlines

These may have been destroyed and another means of transportation will have to be provided in any case if Saigon is to survive. Helicopters may also be available.

(e) Ambulances

Ambulances may be non-existent and hospitals may be overcrowded. Some form of public like casualty lifting. Stretchers, improvised if necessary, may have to be

CO-ORDINATION

The closest co-operation will be necessary between the Embassy and the Military Assistance Advisory Group. Saigon is the headquarters of the Commander-in-Chief Pacific (CINCPAC) and the Commander, Military Assistance Command, Vietnam (COMUSMACV). Both of these commands have extensive communications facilities and headquarters staffs in the Saigon area. Close co-ordination with them will be essential for the successful evacuation of Saigon.

COMMUNICATIONS

Automobile for short-haul communications - whole and suitable for mobile use should have been provided. Radios and telephones in civil Defense can be rendered (after the following manner:

RADIOS

Portable for short-haul communications.

TELEPHONE SERVICE

An early system of communications.

MOBILE

Road and electronic for road control.

RADIO AND TELEPHONE

Information to public on electronic measures to be taken by [illegible]

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(c) AMBULANCES

Ambulance may be run without and hundreds may be conserved
life-casualty litters. Stretchers [illegible] equipped item scrap, etc.

EQUIPMENT

The client cooperation will be necessary between all fronts.
Ambulance to Civil Defense can be rendered (litter city) in the
following manner:-

SALVAGE

Materials for storm-tanks, others - wheels and hardware
suitable for making for shoring beam lattice for casualties.
Timber and wire or canvas for making stretchers.

EMERGENCY SERVICES

An early system of communications.

RELIEF

Food and clothing for rest centres.

MASS AIR RAIDS

Information to public on elementary measures to be adopted
for their own protection.

TRANSPORTATION

Means of transport.

POLICE AND FIRE SERVICES

These services are to closely bound up with Civil Defence
that all those services which to in one Headquarters and
when necessary the personnel of the other services should
be interchangeable. They must also be under one control.
In early, simple, and economic a joint
Police to control warning system.

MEDICAL SERVICES

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MEDICAL SERVICE

Assist with training, First Aid personnel and selection and fitting of first aid posts and emergency hospitals.

SPECIAL NOTE

Civil Defence is a local responsibility and every endeavour will be necessary to make the indigenous authorities assume the responsibility for its development and operation.

June 43
MD

C.C.S.

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K-Gr. Hinchley Sinclair

CA/360

CIVIL AFFAIRS STAFF COURSE

CIVIL DEFENCE II.

1. EVACUATION

2. LIGHTING INSTRUCTIONS

These are two important aspects of Civil Defence that were not dealt with under the heading "General Services", but which will be of vital importance in the occupied territory if they have to be put into effect as the result of operational necessity.

EVACUATION

This needs considerable planning, and a general knowledge of the scheme as it was operated in this country will prove beneficial, especially as so many services are involved.

One must however visualise the conditions likely to be prevailing, and a vast amount of improvisation will be necessary, but whatever the circumstances the fundamental principles remain.

This country was divided into areas with three classifications:

(a) "Evacuation areas" - the most congested industrial districts, assumed to be priority targets in the event of an attack, from which movement was to take place.

(b) "Neutral areas" - comprising less congested areas and less vulnerable, from which no movement was to take place, but which for lack of accommodation and various reasons were not considered suitable for reception.

(c) "Reception areas" - safe areas to which refugees were evacuated and accommodated mainly by billeting in private houses.

The organised scheme provided for the evacuation of four sections of the populace - viz:-

(i) Schoolchildren accompanied by their teachers.

(ii) Young children accompanied by their mothers or other women responsible for looking after them.

(iii) Expectant mothers.

(iv) Adult blind and infirm (so far as removal was feasible).

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These groups were known as "Priority Classes" and were moved from evacuation areas by pre-arranged transport to pre-arranged billets in reception areas.

The closest liaison between Evacuation and Reception authorities is essential, as accommodation available is the limiting factor in the numbers to be sent, and times of arrival for the contingents to be met at destination.

The following arrangements have therefore to be made:

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Evacuation authority

Assembly points for evacuees.
Medical inspection - spread of infectious disease and verminous people.
Labelling of children - Stout label sewn on clothing.
Transport to entraining point.
Special trains.
Food for journey.

Reception/

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lighting is necessary have individual permits by use reduced lighting up to receipt of a special warning, (purple). Conditions in permit - telephone continually manned for 24 hours in the day - lighting on one switch only capable of instant extinction.

Torches and hand lamps

These may be used at all times. Conditions - aperture reduced to a maximum of 1", dimmed with equivalent of a thickness of newspaper, and is never aimed above the horizontal.

Railways

Dim lighting is allowed on railway stations signals, signal boxes etc. This is retained even during a warning. Other lighting in goods yards etc. is extinguished on receipt of purple message as for Industrial lighting above.

June 43
JM

C.G.L.

SECRET

CIVIL AFFAIRS STAFF CENTRE

CIVIL DEFENCE OF A PORT AREA.

CA/P22/100.

PART I. CONSIDERATIONS

(1) Experience has shown that there are two phases in enemy air attack that cannot be divorced from each other, namely, the Battle, i.e. the bombing, and the "aftermath" or the longer term results of the bombing. Any plan made must, therefore, include those that will contribute to the upkeep of the morale of the civil population, which will, in turn, contribute to the support of military operations by,

(a) keeping civil population under control and, therefore, either available for work as necessary, or out of the way,

(b) making them self-reliant and self-supporting and not liable to turn to the military for help in the initial phase.

Plans will need to take account of local circumstances, especially of the following factors:-

(i) Climate (affecting, e.g., scale of blankets and clothing for the homeless).

(ii) Size of buildings (affecting scale of rescue eqpt).

(iii) Construction of buildings; whether wood or stone (affecting scale of fire-fighting eqpt).

(iv) Whether local domestic supplies are mainly electricity, gas or oil (affecting emergency cooking eqpt, etc.)

(v) Extent of literacy (affecting use of enrolment forms, etc.)

(vi) Local position of women (affecting advisability of recruiting women).

(2) FIRE

A distinction between Fire Prevention and Fire Fighting has been made. The plan is based on the assumption that there will be few civilians available in the first stage of the ops and no local eqpt. The first measure proposed is to provide a minimum of local eqpt to enable inhabitants to protect their own property and vital pts in the vicinity of their homes. The civilians so equipped will not be adequate to deal with large

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The development of the Fire Service org is outlined in stages, the time lag between which will be dependent on the progress of mil ops. The period between stages will be devoted to org and trg. The second-stage eqpt for fire prevention and fire fighting will be put into use immediately on its arrival. The provision of mains and of static water supp will be extended stage by stage as the org on the spot is developed.

Personnel and eqpt will supplement the Army Fire Service. Mutual assistance between mil and civil orgs will be arranged.

1775

(3) POST-RAID SERVICES

There are obvious difficulties in deciding the size and scope of the org to deal with post-raid conditions in the absence of info as to probable weight and duration of attacks. If attacks are on the scale of those on the ports of LONDON, LIVERPOOL and BRISTOL, even allowing for the large

misc/

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size of the population surrounding these docks, the problem will be a serious one. The org must be flexible and capable of rapid expansion.

PART II. ADVANCE PREPARATIONS

(4) Obtain maps of all port towns likely to be involved, on as large a scale as possible.

(5) Mark maps to show:-

(a) Port and docks area.

(b) Communicating rds OUT and IN likely to be required for mil use exclusively.

(c) TC pts, showing alternative routes with indication of priority order of use. (This can be done by the use of different colours).

(d) Public buildings (e.g. municipal offices, Police Stations, schools, public wash-houses, etc.)

(e) Large private buildings likely to be suitable for:-

(i) Controls
(ii) First Aid Posts
(iii) Hospitals
(iv) C.D. Service Depots and Stores
(v) Rest and Feeding Centres
(vi) Info Centres

(f) Public utilities:-

(i) Waterworks
(ii) Gasworks
(iii) Electricity (power) stations
(iv) Sewage disposal plants

(g) Possible locations of mil bases and depots (for which mil personnel would be entirely responsible).

(h) Extensive or important industrial areas.

(j) Purely residential areas.

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(k) Present adm bndys.

(l) Possible div of the area for decentralisation of adm and org.

(6) Draw up skeleton Traffic and Lighting Regs for each area to copy, parking, one way streets, etc.

(7) Obtain all possible info from Int sources concerning present state of civil defence adm in territory to be occupied, and also estimates of anticipated effect of invasion ops in such matters as size of civilian population remaining, possible derelict areas, etc.

(8) Draw up a list of civil defence int requirements (in order of priority) that will have to be incorporated in the CA recce reports, which will presumably be called for by the CCAG immediately following occupation. This list should cover info not likely to be available beforehand, e.g.:-

Existing water sups.
Existing shelters.
Buildings with possible shelter accommodation.

Large/

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Large empty buildings.
State of repair of public utilities.
Sources of material for filling sandbags.
Road blocks.
Garages with pet storage and repair facilities.
Existing fire stns and appliance.

(9) Map should, if possible, show probable locations of AA defence sites. (This is desirable in connection with 5 (a) so as to avoid the choice of buildings near AA sites).

(10) Choose suitable personnel (Nationals) for trg as:-

(a) Organisers and Instructors.

(b) Service Cadres
for the following services:-

(i) FIRE PREVENTION AND FIRE FIGHTING.
(ii) RESCUE (to incl first aid and amb).
(iii) WARDENS AND MESSENGERS (to incl bomb recce).
(iv) CONTROL
(v) HOSPITAL AND NURSING
(vi) DECONTAMINATION

(Note:- All personnel to be trained in elementary Scon and cleansing).

(11) In the absence of detailed knowledge of existing orgs in the proposed theatre of ops, it is considered that a minimum of 170 persons should accompany a Civil Affairs staff in the initial stages, made up as follows:-

Fire Prevention and Fire Fighting	200
Civil Defence (Rescue etc.)	20
Wardens and Messengers	5
Control	5
Rest Centres	15
Mortuary	2
Medical and nursing	20
Info	3
Decontamination	5
	275

These could act as nuclei whilst org in the country was in progress, and as instructors, later being broken into cadres or moving fwd behind the tps to the next large area.

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(i) FIRE PREVENTION AND FIRE FIGHTING.
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	275

These could act as nuclei whilst org in the country was in progress, and as instructors, later being broken into cadres or moving fwd behind the tps to the next large area.

(12) Prepare courses of trg for the above, to be carried out in this country and courses of instr to be undertaken on the other side.

(13) Estimate initial and subsequent requirements of eqpt and appliances, with priority orders (see Part V).

(14) Prepare pamphlets, posters and handbills giving gen civil defence guidance to the public as follows:-

(a) Propaganda notices (encouraging protection of own homes).

(b) Instructive notices (tackling incendiary bombs).

(c) Location and direction notices. 1774

(d) Appeals for volunteers.

(e) Pamphlets "Your home as an air-raid shelter" or "ARP in the Home".

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(15) CASUALTY HOSPITALS

The CAO should consider the number and location of first aid posts and hospitals to be provided. On the one hand, the shortage of doctors will call for concentration of casualties in as few centres as possible, but on the other hand, the shortage of cabs will make the transportation of casualties over long distances difficult.

The CAO should prepare recommendations as to the schedule of equipment for each hosp which at the outset would presumably not exceed that carried by a mob first aid unit.

(16) WATER SUPPLIES

The OCDO should arrange through the CEWO (if possible this info should be obtained in advance from the Geological Survey) for a survey of all private wells from which the Civil Defence Services can secure water. Water tanks and baths salvaged from demolished houses should be used to provide reserves of drinking water.

Part III. POINTS OF POLICY REQUIRING DECISION:

(17) It is recommended that the Control of the warning system should not be left in the hands of the local authority. A decision is required as to who is to be responsible.

(18) It is suggested that personnel referred to in Pt II para 11 might be obtained from among the following sources:-

(i) Releases from allied orgs (incl armed forces) in the UK.
(ii) Refugees willing to return to their country for this work (if possible those already enrolled in Civil Defence services).

Consideration will have to be given to the questions of housing, feeding, clothing and payment of these personnel.

(NB. We should give special attention to the control of volunteer assistance and relief orgs from UK).

(19) It is recommended that, if possible, a completely trained and fully equipped Civil Defence Mob Rec Unit of 50 men, recruited from whole-time Civil Defence personnel might be taken. (This could act as a nucleus whilst org in the country was in process, later being broken into cadres

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(17) It is recommended that the Control of the manning system should not be left in the hands of the local authority. A decision is required as to who is to be responsible.

(18) It is suggested that personnel referred to in Pt II para 11 might be obtained from among the following sources:-

(i) Reloases from allied orgs (incl armed forces) in the UK.
(ii) Refugees willing to return to their country for this work (if possible those already enrolled in Civil Defence services).

Consideration will have to be given to the questions of housing, feeding, clothing and payment of these personnel.

(NB. We should give special attention to the control of volunteer assistance and relief orgs from UK).

(19) It is recommended that, if possible, a completely trained and fully equipped Civil Defence Mob Res Unit of 50 men, recruited from whole-time Civil Defence personnel might be taken. (This could act as a nucleus whilst org in the country was in process, later being broken into cadres or returning intact to the UK or moving fwd behind the ops to the next large area).

(20) It is recommended that a Fire Float (e.g. the Massey Shaw of the River Thames fire) should, if the sea distance makes it practicable, proceed under its own power to the sea port referred to in this report. The Fire Float can be utilised to carry some of the equipment listed below and would be used to relay water from the sea to the town and for dealing with ship and dockyard fires.

(21) It is recommended that some whole time paid personnel should be recruited by the Local Authority. Scales and rates of pay, pets and conditions of service will have to be laid down. (A special pt to note is the need for a reservation from the outset that any paid personnel would always be liable to transfer to other kinds of work as deemed necessary from time to time.

Enrolment Forms may be necessary in connection with any procedure.

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The rates of pay of the medical, nursing and domestic staff should, if possible, be settled in adv.

(22) UNEXPLODED BOMBS

Although in the provisional manual the Chief CDO is not concerned with UXB Disposal, it is suggested that as in the UK, it will be essential for CCDO to arrange trg of personnel in Bomb Recce to decide the priority in which bombs affecting the civil population should be dealt with and that the Bomb Disposal Org established by the CFMC should deal with bombs in the order laid down.

The CCDO will have in the Rest Centres, the persons rendered homeless by the presence of the UXBs and should be notified as each bomb is dealt with so that restrictions which will have been imposed by the CD Org (or police) can be removed.

(23) The CCDO will also have in the Rest Centres, persons whose homes have been rendered temporarily uninhabitable, and should, therefore, determine the order in which first aid to houses should be dealt with, and he should vary from time to time the standard of repairs to be adopted, in the light of the pressure on the Rest Centre accommodation.

PART IV. ORGANISATION IN THE AREA

(24) A CONTROLLER will need to be appointed by the Local Authority for all the Civil Defence Services. His HQ should include the Fire Service control room and, if possible, should be located near the Base Sub Area HQ. He will work under the guidance of the Chief Civil Defence Offr.

(25) THE CIVIL DEFENCE SERVICES should be organised to function as a combined service and, as far as possible, the personnel should be interchangeable. For op purposes, they should be divided as follows:-

(i) Fire Prevention and Fire Fighting.
(ii) Rescue Service (incl first aid and sub services).
(iii) Wardens, Messengers (incl bomb recce).
(iv) First Aid Posts and Hosp Service.
(v) Rest Centre Service.
(vi) Mortuary Service.
(vii) Decontamination Service.

(NOTE:- This does not incl first aid services such as salvage of furniture and commodities, public utility services etc. which will be organised according to requirements following raids).

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NOTE

The detailed lay-out and set objectives must depend primarily on the org which previously existed.

FIRE PREVENTION

(26) (a) About 3 Fire Prevention CPs will be required, combined with single system of Fire Watching - based on any local system - giving preference to any vital pts.

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(b) Secure civilian personnel for manning of CPs.

(c) CPs will report fires by messenger or fd phone to Control.

(d) Org and train the civil population on a "snowball" scheme to provide fire party protection. Stirrup pumps on the basis of one per ten houses will be required eventually.

(27) Fire/

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(27) FIRE FIGHTING.

(a) Ref an Alarm System, using messengers, to Fire Post or CP, whichever is nearer.

(b) Eqpt should consist of 1t trailer pumps without chassis, manned by trained ratings.

(c) Ref initial static water supp, collapsible canvas dams, to be supplemented by flooding, soldiers without pre-fabrication.

(28) Further eqpt to follow should consist of:-

Army Fire Service type Fire Tenders with medium trailer pumps, but without 1t trailer pumps; a sup of hose to replace hose that has become damaged or unusable: materials for a more extensive scheme of static water; apparatus for the org of a link system of comn between a central control, fire posts and fire stns; and half a mile of steel pipeline to enable the static water supp to be replenished rapidly from the dockside in the case of the ports.

(29) CASUALTY HOSPITALS.

Info as to the location of hosps should be notified by the DMS to the OCDO for the info of the police and civil defence personnel. Hot tpt will have to be supplemented by hand barrows and horse drawn vehs. The OSPG should be notified by the OCDO of the location and size of the hosp and arrangements made for food, eqpt, etc. to be provided.

As the area of occupation extends it should be possible to bring into commission civil hosps and supplement these as necessary by temporary hosps outside the town. Records should be kept of all casualties admitted and discharged.

(30) MORTUARIES AND BURIAL.

The local authority or the local priests should, at the outset, be charged with the burial of civilians and, as part of this work, identifying the dead (where possible) keeping records and taking custody of personal property found on the bodies. The location of the mortuaries should be notified to the police and civil defence org. Raid experience shows 25% of bombing casualties are fatal and mortuary capacity for 1.5 per 1000 pops should be provided.

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Army Fire Service type fire fighters with medium trailer pumps, and without 12 trailer pumps; 2 sets of hose to replace hose that has become damaged or unusable; waterdish for a more extensive scheme of static water; apparatus for the set up of a link system of communication between control centre, fire posts and fire sites; and half a mile of steel pipeline to enable the static water supply to be replenished rapidly from the dockside in the case of the port.

(29) CASUALTY HOSPITALS.

Info as to the location of hosps should be notified by the CSO to the CCDO for the info of the police and civil defence personnel. Amb type will have to be supplemented by hand barrows and horse drawn vehs. The CSPO should be notified by the CCDO of the location and size of the hosp and arrangements made for food, light, etc. to be provided.

As the area of occupation extends it should be possible to bring into operation civil hosps and supplement these as necessary by temporary hosps outside the town. Records should be kept of all casualties admitted and discharged.

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(31) REST CENTRES.

(a) Immediate provision of shelter, free food and clothing for bombed persons is essential if an early return to work is to be secured. Provision for 5% of the population should be aimed at (compared with 6% for towns in England).

(b) The local authority should be required to secure accommodation for 5000 persons (in units for about 200) through the REI Requisitioning Offr. For these 25 buildings, staff as shown in Part V (c) will be required.

(c) As soon as possible the CRO should consider adequacy of med facilities and sanitation. Temporary latrines should be provided where existing sanitary accommodation is inadequate. The local Authority should be asked to recruit voluntary workers and org assistance from the homeless. In the second stage, rce stocks of food should be requisitioned and telephone comn made with the local HQ.

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(32) BILLETING.

The Rest Centres should be cleared within 48 hrs if possible by compulsory billeting. The local authority should be responsible that provision of billets and continued feeding (and/or provision of additional food to householders on whom homeless are billeted) should be arranged.

(33) REPAIRS TO ROADS AND PUBLIC UTILITY SERVICES.

It will probably be found if bombing is continuous, very difficult to draw a hard and fast line between the r/s and services in a town which are of purely mil importance and other r/s and services required for civilian purposes.

The DCDO should therefore ensure, in consultation with the appropriate mil authority, that there is no overlapping between the works which can be undertaken by the civil organ (supplemented as necessary by the CRWO) and those to be undertaken by the mil authorities.

(34) SALVAGE OF FURNITURE AND DEMOLITIONS.

(a) It will be of the greatest importance that everything which can be salvaged after a raid should be rescued and the civil population should be used on this and other necessary work in return for their food and thus save shipping space. Failure to do this may result in indiscriminate looting from damaged buildings.

(b) Bricks required for static water tops, barricade for surfaces, dugouts and AA gun sites, timber for constructional purposes, GKN reinforcing and trenching, and fireproof for fuel can be supplied in this way provided the work is properly organised. Control through the DCDO in consultation with the local authority is necessary to ensure that only buildings damaged beyond repair are dismissed and that claims for war damage are not converted into claims for compensation from the British Claims Commission.

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Part V - Schools of Instruction.

FIRE PROTECTION.

It is understood that the minimum quantity of ammunition required in the Canal Area schools will be -

Rifle	Pistol Ammunition
500	500
1000	1000
5000	5000
1500	1500
3000	3000
100,000	100,000

(a) Infantry Troops
Corps Cadets
Engineers
Signals

(b) To follow.

It is recommended that 7.62mm ammunition should be concentrated at Cristobal for the Cristobal Rifle Range and Balboa for the Balboa Rifle Range, and that

1 Lt Field Gun Set	20
1 Lt Field Howitzer Set	16
1 Lt Field Howitzer Set	6
1 Lt Field Howitzer Set	6

but should be held in readiness for issue to other schools as required.

THE PANAMA CANAL. (Panama Canal)

(a) Use of Panama Canal ammunition.

1 Lt Field Gun Set (20 rounds)
1 Lt Field Howitzer Set (16 rounds)

It is recommended that all ammunition should be concentrated at Cristobal for the Cristobal Rifle Range and Balboa for the Balboa Rifle Range, and that but should be held in readiness for issue to other schools as required.

THE PANAMA CANAL. (Panama Canal)

(a) Use of Panama Canal ammunition.

1 Lt Field Gun Set (20 rounds)
1 Lt Field Howitzer Set (16 rounds)
1 Lt Field Howitzer Set (6 rounds)
1 Lt Field Howitzer Set (6 rounds)

but should be held in readiness for issue to other schools as required.

(b) Ammunition required in the Canal Area.

1000 Cal Submachine "Thompson"
Service Rifle
Pistol
Shotgun
Machine Rifle
Machine Gun
Submachine "Thompson"
Shotgun
Service Rifle
Pistol

Canvas Buckets	3000	3000
Sandbags	100,000	100,000

It is recommended that filled sandbags should be concentrated at strategic pts for extinguishing fire burning streets, etc.

FIRE FIGHTING. (First Stage)

(a) Eqpt in Trailer Pumps with appurtenances but without chassis (it is estimated that 4 12t Trailer Pumps without chassis will take up shipping space equivalent to 1 1t Trailer Pump with chassis).	20	16
Static Water Supplies.		
1000 gal collapsible "Sportspool" canvas dams	6	6
Flooding of culverts without prefabrication.		
(b) To follow at later stages as available.		
It is recommended that the following additional eqpt should be shipped:-		
Fire tenders as used by Army Fire Service with addition Trailer Pumps but without 1t Trailer Pumps.	10	5
Report 1st Stage sup of Hose	20,000 ft	16,000 ft
Provision of additional Static Water at VPs for Port - 750,000 gals	70 tons cement	
for Inland Town 1,000,000 gals (stone sand said to be obtained locally)	1771 250 tons cement.	
Improvement of comms and linking of Fire Posts, Fire Stns and Central Control.		

CASUALTY/

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CASUALTY SERVICES.

Item	
1st Fd Dressings	25% prop
Stretchers - CD pattern	1 per 1,000
Blankets	2 per stretcher
Met FA Post equip (excl bikes)	1 per 10,000
Hot Shaves	As supplied to FA
Drugs and sundries (complete outfit)	posts &c. UK
Ointment	

Rescue (incl 1st (AD) Parts Equip, core to supplies)

3 Picks	) Long-handled
3 Shovels	) Combination types
200' 1inch rope, manila 3"	
2 x 100' do 2"	
2 x 50' do 1"	
3 Stretchers, Valiant	
2 Crowbars	
2 Axes, pick	
2 Mall, claw	
3 Hand saws, adjustable	
1 Axe, single, Indian pattern	
3 Jemmies, claws	
1 hand saw	
1 crow bar, claw	
1 hammer, claw	
1 Fd Surg, Haversack (filled)	1 per 10,000
2 stretchers, with handles (2)	
Hop kole, weighted with bobbin	2 per 1,000

BOMBERS SERVICES.

Initial stock	
10,000 blankets	Read for 5000 persons.
5,000 mae tins	
1,000 Medic kits	Equip. should be for 250

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ADMINISTRATIVE/

1 per 10,000

2 per 1,000

for 5000 persons.

e clothing for 250 men,
reau, 50 children,

3 Axes) Implements
3 Shovels) entrenchment tools
200' length rope, manila 3"
2 x 100' do 2"
2 x 50' do 1"
3 Skewers, wire loop
2 Gunters
2 Log-saws
3 small saws
3 hand saws, Disston
1 Screening basket 20-30'
3 Hurricane lamps
1 hand saw
1 crow bar saw
1 hammer, sledge
1 Pt. Perp, Invercask (Allied)
2 stretchers, with blankets (2)

Keep body, supply with bedding

HOUSING SUPPLIES.

Initial stock
10,000 blankets
5,000 mess tins
1,000 night lights
5,000 knives and forks
25 solid fuel cookers
50 range, stoves
200 first aid cookers

To follow
10,000 blankets
5,000 mess tins
5,000 knives and forks
1,000 hurricane lamps
25 solid fuel cookers
50 Range stoves
200 first aid cookers.

Block out material
Mat Square
Cookers - beef cement, chocolate, etc.

= Collected for outlying stocks in UK.

ADMINISTRATIVE SERVICES (Inf Battery)

Stationery:	Record Books A/c Books Labels, marks, pens & pencils, ink	similar scale to Inf Bn HQ.
Typewriters:		two: 1 English keyboard. 1 French

General	Initial Supply	to follow
Terpaulins	5 per 10000	
Sandbags	100,000	500,000
Single bag filling apparatus (if available)	1 per 10000 bags	
Shovels (long handled)	1000	
Picks	500	
Bicycles	50	
Motor Cycles	10	
Anti-gas clothing, lt	nil	1 per Rescue pty est
Decontamination appt	nil	1 set per 10,000
Hessian	1000 yds	
Steel helmets (an essential to inspire confidence in personnel)	nil	personal issue on est
Respirators for key personnel		1000
Anti gas Ointment for key personnel		1000
Blonde Powder		500 tons

Vehicles

Jeeps		2 per PAP 2 per Coy with 25 bods or more
Lorries - 2 ton	3	1 per rescue pty
Jeeps or lt vehs for gen purposes	10	as required and as available.

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PART VI - COURSES FOR INSTRUCTORS.

1. GENERAL.

To train instructors in Fire Fighting and Civil Defence to

(1) act as service chiefs.

(2) act as instructors civilians in training courses

2. PERSONNEL TO ATTEND.

(1) Selected from Allied Corps.

(2) Active and energetic individuals now in this Colony, and in possible already enrolled in CD Services.

3. LOCATION OF COURSES.

It was up a completely new school may have been planned with the added possibility that there will not be up existing schools.

Courses could be held either at the main H of HS Schools at Fairfield, Emmswell, Cook Jackson, or at one of the smaller regional schools.

4. It is recommended that five (5) Fire Officers should be selected from the Auckland Area and one each of the selected the NSB into under NFS terms.

5. Allowances.

6. COURSE A. "NFS Officers"

To cover 3 days, and generally and theoretical.

1. Introduction of Generic Details.
2. Fire Behaviour.
3. The Environment. Wk 6 we main.
4. CD Services Org.
5. Relation of Control of Services
6. Use of Water.
7. Public Utilities
8. The Possible Powers.
9. Public Health Measures.

3. LOCATION OF COURSES.

To set up a completely new school may take more time than is available, with the added probability that instr will not be up to the standard of existing schools.

Courses could be held either at the main W of HS Schools at Fairfield, Riddings, Stoke Poges, or at some of the smaller regional schools.

4. It is recommended that fire fighting courses should be held at the National Fire Service local brg fens or at selected brg centres outside the NFS but under NFS insurs.

5. DETAILS.

COURSE A "PRE & LRANSFERRED"

To cover 3 days, load assembly and dispersal.

1. Introduction and Domestic Details.
2. The War Situation.
3. The Problems: What we want.
4. CD Services Org.
5. Relation and Control of Services
6. Org of Wrkrs.
7. Public Utilities
8. The Probable Picture.
9. Public Morale and Final Discussion.

Course should be conducted on Discussion Gp lines, plenty of time being allowed for questions and discussion.

COURSE B INSTRUCTORS

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1. Students of this course would either be

   a) Specialists in a CD Service

   b) Potential instrs with little specialist knowledge.

2. It is open to question whether it is better to take specialists and train them as instrs or to find potential instrs who require, after coaching, to be trained as specialists.

3. The good specialist is not always a good instr nor can he be made a good instr. The latter method of para 2 above saves much disappointment and waste of effort.

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4. The three main stages of the unit sheets to be worked in class:

a) Individual Work

b) Team Use

c) Combined Use

Four key words to cover:

1. Planning rules and methods of Unit.
2. Lectures and Lectures.
3. Illustration and Demonstrations.
4. Teachers Practical work and assisting Interest.
5. Exercises - Production and Testing as an Integral Unit and Aid.
6. Content of examinations: conduct of a "Quiz".
7. Practical work by Students on (3) above.
8. " " (5) "
9. " " (6) "
10. Conduct of a Discussion Q.
11. Planning a Critical Exercise.

COURSE C.1 REACTOR (Not first aid and Decontamination)

a) Activities course as given in Appendix to Manual No. 3, Chap XXIV pgs 125 and 126.

b) Course as Appendix to M.No. 2 P 57. (special course for members. Appx 2 to M.No. 2 pgs 52 and 53.)

c) Course as Appx 2 to M.No. 2 P 49.

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4. Reading (Individual work on familiarizing themselves with the contents of

5. Exercises - Problems and Lectures as an introduction to the Course "QUIZ".
   Start on 6/6.

6. Conduct of conferences: continue of a "QUIZ".

7. Practical work by Students on (3) above.

8. " " (5) "

9. " " (6) "

10. Conduct of a Discussion Q&A.

11. Planning a Cooperative Exercise.

COURSE C.O.I RESCUE (Incl Rescue and Decontamination)

a) Activities covered in Civil Defense Pamphlet No. 3, Chap XXIV pp
   145 and 146.

b) Course as Appx H AGF TM No. 2 p 57. (Special course for selected
   members. Appx J AGF TM No. 2 pp 52 and 53.)

c) Course as Appx F AGF TM No. 2 p 49.

COURSE C.O.II WARNING AND RESPONSE (Incl Radiological Monitoring)

a) Individual Pr. AGF TM No. 2 Appx A pp 42, 43 and 44.

b) Message writing
   Message Delivery
   Local Security - how to learn it and how to use it.
   Key sketches.
   Memory aid.

c) Exit recue - splints of all and course.

COURSE C. III CONTROL

1. Message taking and sending

2. Log and chart keeping.

3. Key plotting.

4. Sorting and Recording.
   (See also AGF Memo No. 6 Pt. VI).

5. Individual Problem as in Course C II (a).

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NOTES:

1. The Course section (C.4) will take at least 4 weeks.

2. Members and associates (C 41) would require 6 days intensive [illegible] but would be better carried out over a longer period with plenty of practical work interspersed.

3. The Control Section (C 421) would need only 2 or 3 days intensive but should be followed up by [illegible] in order that the [illegible] may be kept up to date. [illegible] the most suitable by correspondence over a longer period.

COURSE D. MILITARY SERVICES.

This is particularly important at [illegible] to be attended. A full-time service head office [illegible] of the dead and ill of post-war to the Institute.

Subjects: 1. Use of Institute:-
[illegible] elements; [illegible] duplicating; offprinting; despatch.

2. Records and authentication.

3. Efficacy.

4. Functions dealt and dealing with relatives.

5. Burial.

6. Use of subordinate personnel.

These should also be a lecture on the responsibility by the deceased when the colleague has decided - procedure [illegible] matters fall into the respective committee

COURSE E. POST-WAR SERVICES.

This [illegible] 3 weeks.

1. Use of the Institute
a) Book Centre
b) Records (incl. [illegible])
c) Film and Video
d) [illegible]

Subjects: 1. Gift of Freedom:-
rooks for bodies; cleaning; identification; shrouding; coffining; dispatch.

2. Records and certification.

3. Effects.

4. Identification and dealing with relatives.

5. Burial.

6. Use of subordinate personnel.

There should also be a lecture on the responsibility for disposal of the dead when the policy has been decided - presumably based on the existing customs and laws of the respective countries.

COURSE E. POST-RAID SERVICES.

This falls into 3 parts.

1. CARE OF THE HOMELESS

a) Rest Centres
b) Feeding (incl emergency cooking)
c) Info and advice
d) Aid
e) Billeting and Rationing
f) Registration
g) Sal. of Furniture and effects
h) Good Neighbour scheme.

2. EMERGENCY FEEDING.

a) Food Supp
b) Emergency Cooking
c) Communal Feeding

i. Restaurants
ii. Soup Kitchens and centres.
iii. "Help your neighbour"

d) Mobile Canteens. Org. and use.
e) Health precautions: water, damaged food, Internal diets.

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5. INFORMATION CENTRES.

a) Object
b) Org
c) Adm: i. Clerical ii. Executive.
d) Records and card index.
e) Mobile squads
f) Secretaries
g) Liaison with Services Info Offrs
h) Trg staff, especially volunteers.
(Special trg should be given to Receptionists)

Each part of the above could be carried through with sufficient practical work in 5 days.

COURSE F. WIRE FIGHTING - MODIFIED TRAINING SYLLABUS FOR MATERIALS.

It is considered that the following syllabus will give the required basic trg.

SUBJECT.	PRACTICAL DRILLS.	TOTAL TIME OCCUPIED (Hrs)
1. HOSE & STIRRUP PUMP DRILL:	Running out hose; coupling and removing a length, replacing burst length; breaking a line (dividing and collecting breaking)	6
2. PUMP DRILL:	Op of 1t and medium trailer pumps.	18
3. LADDER DRILL:	2 and 3 man ladder drill; picking up; carrying down.	6
4. KNOTS AND HITCHES:		4
5. SOLID DRILL AND FT.		15
6. FOAM DRILL:		6
7. WATER SUPPLY:		12
8. DAM ERECTION		1
9. RESPIRATOR DRILL:	confined to donning of respirators and of protective clothing.	4

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It is considered that the following syllabus will give the required basic trg.

SUBJECT.	PRACTICAL DRILLS.	TOTAL TIME DEVOTED (HRS)
1. HOSE & NOZZLE PUMP DRILL:	Running out hose; adding and removing a length, replacing burst length; trenching a line (dividing and collecting trenching)	6
2. PUMP DRILL:	Up of it and working trailer pumps.	18
3. LADDER DRILL:	2 and 3 man ladder drills; pitching up; carrying down.	6
4. KNOTS AND LINES:		4
5. HOSE DRILL AND ET.		15
6. FOAM DRILL:		6
7. WATER RELAY:		12
8. DAM ERECTION		1
9. RESPIRATOR DRILL:	confined to donning of respirators and of protective clothing.	4
LECTURES.		
10. FIRE WATCHING & PREVENTION:		3
11. FIRE-FIGHTING HINTS AND TACTICS:		3 Lectures and questions 1 hr each.
12. WATER SUPPLIES:		2
13. EXTINGUISHERS:		2
14. CARE AND MAINTENANCE OF HOSE:		3
15. ELEMENTARY FIRST AID:		
SPECIAL INSTRUCTION.		
16. MAINTENANCE OF APPLIANCES AND GEAR.	Hose repair; pump (routine repair); refuelling	20
	TOTAL:	109 hrs.

(Daily: 7 hrs practical drills and lectures)

25 Mar 43
JLH.

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Declassified E.O. 12356 Section 3.3/NND No. 910784

Lt Col Brierley Smith

SECRET CIVIL AFFAIRS STAFF CENTRE C/P/190

NOTES ON

CIVIL DEFENCE AND PAD REQUIREMENTS IN

FUTURE OFFENSIVE OPERATIONS

BY W/COMD H.J. HODGELL

1. Experience in NORTH AFRICA suggests that in planning future operations both PAD and Civil Defence requirements should be taken into account beforehand. The former because protection in dock areas, main bases and other important places on the lines of communication is essential if operations are not to be impeded unnecessarily, and the latter because the civil population must be looked after and trained to look after themselves, if they are not to be just an additional commitment for the military forces. Further, any collapse of civilian morale or civilian organisation may affect the operation of the bases, and may again add to the non-fighting burden of the expeditionary force.

2. Experience in the East, though not a criterion for operations in EUROPE, showed that grave consequences may ensue if no provision is made for these requirements. NORTH AFRICA showed that until the French Civil Defence arrangements can be raised to required standards the military authorities may, in case of heavy raiding, have to clothe, rehouse and feed the civil population affected. These needs could only be met by a diversion of supplies from the field forces.

3 It has to be remembered also that it is highly probable there will be a severe local shortage of equipment of all sorts, transport, fuel, spare parts, etc. and that certain minimum requirements should be provided as a part of the expedition. In assessing these requirements account must also be taken of vital points, such as power stations, water supply, etc.

4. The problem is one which affects the lines of communication and the bases thereon. The considerations set out in this note do not naturally apply to the zone of operations. Generally speaking the lines of communication will be split up into areas, each in charge of a Base Sub-Area Commander, and in these areas there are likely to be zones, which will be entirely a military responsibility, possibly run jointly with the Navy, and of course taking little account PAD requirements. There will be other areas where, although there will be a strong military interest, the main responsibility should be civil, and finally there will be other areas in which the Army [illegible] there may be a civil requirement

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5. Suggestions as to the organisation required to meet these needs are given below:-

(a) Force Headquarters.

There should certainly be an officer attached to Force Headquarters, who will be concerned with the general supervision and co-ordination of all R&D and Civil Defence in the area for which the force is responsible. In NORTH AFRICA one adviser has been appointed for this purpose with the equivalent rank of Colonel on the staff, and he has under him an inspector of Army Fire Services.

The number of assistants which this officer requires must depend on local circumstances, but in NORTH AFRICA three assistants have been or are being appointed to cover the three provinces of TUNISIA, ALGERIA, and MOROCCO. It is probable that an organisation on analogous lines will be suitable in other countries, but this must depend on the general situation.

(b)/

(b) Base Sub-Area Commander.

In all important areas it is probably desirable to have a PAD officer on the staff of the Base Sub-Area Commander. His work will be the general co-ordination of both civil and military requirements in the area, to act as liaison officer with the local civil authorities, and generally to act for the Base Sub-Area Commander in all matters concerned with PAD and Civil Defence.

(c) Military Areas.

Ports or other important places or areas, which are entirely a military responsibility, should have one officer in charge of all PAD, including fire service units, working under the Base Sub-Area Commander. This officer should co-ordinate the operations, resources and personnel of all services required for PAD, both military and civil (if any). This will include co-ordinating any naval or air force requirements in the area.

(d) Joint Military and Civil Areas.

Towns adjoining ports or other places, which although of military importance, have a big civil element, should be co-ordinated by the PAD Officer on the staff of the Base Sub-Area Commander, as suggested above.

It is important that so far as is possible Civil Defence in the civil areas should be run by the local nationals, and that we should not interfere with any organisations that may already be in existence or in skeleton, but should give all the help and advice we can in making their organisations efficient.

In civil areas there may be a number of premises, buildings, or even local areas which are occupied by the naval, military or air force personnel, e.g. hotels taken over as billets, or headquarters and so on. It is important that arrangements are made under which proper and organised assistance can be given to such detachments in cases of bombing, and this responsibility can best be organised by the PAD Officer on the staff of the Base Sub-Area Commander. It is necessary that all such places should have proper fire watching arrangements, and should generally take such measures as may be possible for their protection. Such matters are properly covered by the orders of the Base Sub-Area Commander, which should issue through his PAD Officer.

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(e) Technical Assistance.

It is almost certain that technical assistance will be required in giving advice on the construction of static water supplies, protection of vital point, etc. In NORTH AFRICA one such adviser has been appointed to Allied Force Headquarters staff, under the Chief Civil Defence Adviser, and the services of officers of the Royal Engineers have also been co-opted as necessary.

6. HEADQUARTER ORGANISATION.

The Headquarter Organisation in NORTH AFRICA was first of all put under the Assistant Chief of Staff, G.3. Operations, but this arrangement did not prove very satisfactory owing to the great pressure of work in that branch, and the Civil Defence and PAD branch is now independent and working direct to the Chief of Staff and to the other service branches. This is probably the most satisfactory arrangement. Civil Defence is concerned with operations to some extent, in that the future trend of plans should be known so that proper arrangements can be made beforehand, both for personnel and equipment. Civil Defence require supplies, which may be and probably are in competition

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with the needs of the Army. For example, cement is required in certain of the North African towns for the construction of additional static water tanks, the repair of water reservoirs damaged by enemy bombing, protection of important power stations, and other works of this kind. These demands must be co-ordinated by the Chief Engineer, and a priority allotted in accordance with the general situation. Once the supplies have been granted, then arrangements are made for the work to be carried out either by Royal Engineers available in the Base Sub-Area concerned, or if labour is available, by the local civil authority concerned.

Questions of liaison arise and must be dealt with through the Chief Liaison Officer, and there are other matters coming under the Chief Civil Administrator. Experience has shown in NORTH AFRICA that the officer responsible for R.D and Civil Defence on the staff of the Commander-in-Chief will probably work best direct to the heads of all the different branches concerned, while maintaining an independent status.

7. PLANNING REQUIREMENTS.

It is obviously important that before an expedition starts, definite plans should be made to enable the necessary R.D and Civil Defence measures to be put into operation with the minimum of delay. This means that the personnel, who will be responsible for this work, should be appointed and should take part in the planning of the expedition, and that their requirements in material, personnel and training should be met in so far as this may be possible.

One of the most urgent requirements is fire fighting, and an agreed proportion of Army Fire Service Units and personnel should have a high priority on the shipping list. It is equally important that plans should be made for R.D organisation to look after docks or other military concentration areas, that the personnel should be selected who will be static and given some training in rescue work, that proper plans for fire watching are made beforehand, and that arrangements for dealing with casualties are also thought out with a proper allotment of ambulances and first aid equipment.

In addition to what might be normal R.D and Civil Defence requirements there are bound to arise certain protective measures needed to safeguard vital points, such as power stations, pumping stations, etc. and in so far as is possible these places should be listed beforehand so that action can be taken at the earliest possible moment.

There may also be some quite important needs for the civil population, which it may not be possible to ignore, and such needs might also affect

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There may also be some quite important needs for the civil population, which it may not be possible to ignore, and such needs might also affect military personnel, either billeted in or in occupation of civil buildings.

Personnel who may be required to carry out first aid and rescue work should have some prior training in this country and should be provided with the minimum of the necessary simple equipment.

8. SUGGESTED SEQUENCE OF ACTION.

It is suggested that the sequence of action might be based on the following plan.

(a) A selection of the places or areas where R/D and Civil Defence arrangements are thought to be necessary.

(b) A plan made of the organisation to meet the requirement under (a), together with the appointments required, and the establishment of personnel requiring to be trained for the various needs.

(c) A selection of officers to hold the appointments decided under (b) and their training, if this should be necessary. (Note: Where possible

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it is recommended that officers experienced in Civil Defence should be used).

(d) The officers selected work out detailed plans and estimates of requirements in materials, equipment, transport, etc. including any requirements for vital points.

(e) Arrangements for the training of personnel in rescue, first aid and normal elementary fire fighting.

(f) Arrangements as to the priority of PAD and Civil Defence.

(g) Provision of the necessary equipment, transport, etc. and arrangements as to priority of shipment.

9. SUPPLY REQUIREMENTS.

Experience in NORTH AFRICA has shown clearly that certain supplies and equipment are essential for PAD and Civil Defence purposes. It is emphasised that in assessing these requirements only essential minimum needs have been or should be considered, since any demands must be in competition with operational requirements.

It has also to be remembered that it may be quite impossible to obtain any of the equipment or supplies in the occupied territory, and that even improvisation may be a matter of considerable difficulty, although it must be carried out to the greatest possible extent.

It has also to be remembered that normally speaking none of the fire fighting equipment supplied to British forces can be connected to Continental systems of hydrants, unless suitable adaptors are provided. In NORTH AFRICA, for example, such adaptors had to be flown out at a later stage.

As has been stated already there may be some supplies which will be urgently required for the civil population, and their provision may be important since in certain cases failure to make the necessary arrangements may indirectly react on the general operations.

The following list of equipment is not necessarily exhaustive, but is meant as an indication of requirements which were found to be very urgent in NORTH AFRICA -

(a) Fire Fighting Equipment.

(i) Army Fire Service Units are needed at the earliest possible stage in order to safeguard bases, at which stores and supplies

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The following list of equipment is not necessarily exhaustive, but is meant as an indication of requirements which were found to be very urgent in NORTH AFRICA -

(a) Fire Fighting Equipment.

(i) Army Fire Service Units are needed at the earliest possible stage in order to safeguard bases, at which stores and supplies are unloaded. They should include special equipment for dealing with petrol and oil fires, and adaptors suitable for use with Continental water systems.

(ii) Stirrup Pumps.

(iii) Fireman's Axes.

(iv) Non-returnable 4-gallon petrol tins. These are used in lieu of sand bags to be filled with sand to deal with incendiary bombs. They were available from Army and Air Force supplies.

The following figures based on North African requirements may be a useful guide. For the protection of -

ALGIERS	-	Population	400,000
BONE	-	"	120,000
CONSTANTINE	-	"	150,000
PHILLIPEVILLE	-	"	100,000
BOUGIE	-	"	60,000
SETIF	-	about	40,000

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of which [redacted], BONE, PHILIPPEVILLE and BOUGIE contain ports, the following fire fighting equipment is being supplied -

8000 stirrup pumps	52 medium trailer pumps
3000 firemen's axes	40,000 non-returnable 4 gallon petrol tins
30 light trailer pumps	

The stirrup pumps and axes are being provided 50% for PAD and 50% for Civil Defence. The light trailer pumps 100% for Civil Defence. The medium trailer pumps entirely for PAD and mainly the protection of docks.

(b) Transport.

No estimate of the amount of transport can be given, but in order to get local transport in NORTH AFRICA into running condition 120 6-volt batteries and 120 12-volt batteries had to be supplied to meet the needs of fire fighting and Civil Defence in the towns listed above.

Ambulances will be needed, and a certain number should be earmarked for PAD and Civil Defence purposes.

(c) Rescue Work.

The rescue equipment to be provided on a basis of one set per party of 10 is given in Army PAD instructions.

A special ad hoc list of equipment is also being worked out.

(d) First Aid Equipment.

Normal requirements. It is probably unnecessary to specify details, though they can easily be given if required. They are included in Army PAD instructions.

(e) Blackout.

Blackout material.

(f) Construction work.

Cement and steel will be required for the protection of vital points, construction of static tanks and other works of this nature.

(g) Spare Parts.

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Ambulances will be needed, and a certain number should be earmarked for P.D and Civil Defence purposes.

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Cement and steel will be required for the protection of vital points, construction of static tanks and other works of this nature.

(g) Spare Parts.

Certain important spare parts for power stations, gas works, water supply systems, etc. will almost certainly be needed. It may be impossible to assess requirements until the plants can be inspected, but if any information is available beforehand it will be extremely valuable to earmark parts which can be made available at short notice. Failure in this direction may affect greatly the operation of docks and bases, etc. It may be necessary to include under this arrangement spare water pipes for water supplies, which were found to be completely lacking in NORTH AFRICA. In NORTH AFRICA power stations were supplied with Norwegian and German machinery and plant. 1765

(h) Substitutes for Windows damaged by blast.

Supplies of plywood, wood or glass substitute may be a rather urgent requirement. In NORTH AFRICA great trouble was caused, even with the small number of raids experienced, owing to a complete lack of all such materials. This may affect military units billeted in the town.

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(i) Torches.

The French Civil Defence Organisation in NORTH AFRICA was entirely without any torches or batteries, as, incidentally, was most of the population. For the forces mentioned above, but with the inclusion of ORS, 20,000 electric torches and 40,000 spare batteries were required.

(j) Fuel.

Coal, lubricants and petrol may all be required and unobtainable locally in any shape or form. In NORTH AFRICA all Civil Defence requirements had to be met from military supplies, and until such supplies were forthcoming no transport could be used for Civil Defence purposes at all.

10. Other demands may arise, but those listed above represent what is probably the absolute bare minimum to enable sufficient Civil Defence and R&D to be provided. A great deal will depend on what equipment and supplies may be found available locally, but it is probably wiser to anticipate that they will be extremely scarce, if indeed they exist at all.

11. No requirements or suggestions have been made in regard to the areas in which active operations are taking part.

12. VITAL POINTS.

As an example of the requirements in the town of ALGIERS there were two power stations, three transformer sub-stations in the town, and 16 transformer stations in the dock area all requiring protection. Also the Base Signal Office, the Trunk Telephone Exchange, the Pumping Station for the Town Water Supply, and a cold storage plant, in which military supplies were kept, and one gas company's works.

There were also a considerable number of petrol and oil storage tanks. These had in the majority of cases already got protective bunds and walls, though not quite up to the standard we have adopted in this country. A local law was passed by the French in NORTH AFRICA at the beginning of the war making this protection compulsory. It is possible that the same arrangements may have been made in FRANCE itself, or other countries in EUROPE, either by the Government concerned, or by the Germans.

A vital points sub-committee was set up to decide on vital points which were essential for military purposes, and which would require not only

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A vital points sub-committee was set up to decide on vital points which were essential for military purposes, and which would require not only local measures of protection, but also local anti-aircraft defences. It is probably important to consider vital points jointly from this point of view.

There were a great many difficulties in getting the materials to provide blast walls, but a great deal of use was being made of non-returnable 4 gallon petrol tins filled with sand and stoppered with concrete. These petrol tins are probably available in large quantities and if bricks and steel are not available or difficult to get, they do provide a valuable substitute.

13. <u>WARNING ARRANGEMENTS</u>.

It was found in NORTH AFRICA that the only thing which really interested the French civil population was the question of shelters, warnings, and bl ckout. The question of warning was important because the French had their own Observer Corps and filter room, and were inclined to sound the siren on all occasions when they got the plot of a machine. This was due partly to a safety first policy, and partly because they had no means of knowing whether their plots were hostile or friendly aircraft.

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The French were anxious that we should set up our R&F filter room on the same site as theirs, but it was finally agreed that they should feed us and provide liaison officers at the R&F filter room. By this means we controlled the sounding of the siren.

It is important that the Base Sub-Area Commander, through his PAD Officer, should control the sounding of sirens in dock areas especially, otherwise any local labour is inclined at once to go to shelter and to knock off work for a considerable time. It is always a little problematical whether some of it will come back if there is actual bombing. We arranged an agreed formula with the French, under which warnings would be given more freely at night than in daylight, and that they would only be sounded when a fairly substantial raid looked like materialising.

This subject was one of great difficulty in NORTH AFRICA and involved a great deal of argument with the French before we got the matter on a satisfactory basis. The type of siren used by the French makes an even more lugubrious noise than the one used in this country, which tended to add to the general despondency.

14. BLACKOUT.

It was decided not to attempt to enforce a complete blackout. In the first place the necessary material was not available, and in the second, conditions in the hot weather would be very intolerable. It was agreed, however, that there must be a complete blackout from the sea, a point on which the Navy insisted.

In NORTH AFRICA all houses were fitted with wooden sun doors with louvre, and since there was a great lack of material most French houses had had to resort to the very faintest possible lights inside the houses.

16. THE ATTITUDE OF FRENCH PUBLIC AND FRENCH MILITARY AUTHORITIES.

The French military authorities took no interest in Civil Defence, and great difficulty was experienced in preventing them calling up the small number of qualified firemen already there in the various towns, and indeed handing over the existing Civil Defence headquarters to the military authorities. There was apparently little or no understanding of the importance of this form of defence.

The French population themselves were, in the main, entirely apathetic to Civil Defence, except in the question of shelters, warnings and blackout.

It was also found that the French authorities in charge of Civil Defence were very touchy about interference with their organisation, and it had to

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The French population themselves were, in the main, entirely apathetic to Civil Defence, except in the question of shelters, warnings and blackout.

It was also found that the French authorities in charge of Civil Defence were very touchy about interference with their organisation, and it had to be made very plain to them that we were only there to help them with our experience, and not to tear up the organisation they had got. This is a point of importance if a lot of friction is to be avoided.

16. POST RAID ARRANGEMENTS.

Post raid arrangements, such as we understand them in this country, e.g. restoration of vital services, provision of rest centres, emergency feeding, emergency water, clothing, repair of houses, salvage, clearance of debris, and so on, were non-existent in NORTH AFRICA, and many of the facilities required to enable this work to be carried out were not there. 6-4

Arrangements were made so that Base Sub-Area Commanders understood the results which might happen if towns were badly bombed, and as an ad hoc measure, were instructed that in case of need they would have to provide clothing and accommodation for refugees until other arrangements could be made. If this has to happen, however, it means a drain on military supplies, which is undesirable, and certain minimum requirements and spare clothing, etc. should be included in the plan.

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It is very important that the civil population are not left to fend for themselves without help. If their attitude is either passive, or not particularly co-operative, the effect of a heavy raid may be serious and may indirectly react on the general military situation.

17. FINANCE.

It is very important that a definite responsibility for money required for Civil Defence is settled beforehand and made plain to the nationals concerned.

In NORTH AFRICA the French refused to carry out works, which we asked them to do, unless we agreed to pay.

It seems that the right principle should be for the Allies to finance or carry out works, which are required on military grounds entirely, but that the local nationals should provide what they can and do what is possible to help.

The protection of certain important power stations in NORTH AFRICA was held up owing to difficulties of this kind. There seems no reason why private firms such as Lebon and S.A.E.P., who own most of the power stations, should not provide protective work themselves, and indeed carry out the work if there is labour available.

It is however important that the work is not held up while long arguments go on in regard to the question of financial responsibility.

18. PROCEDURE FOR GETTING WORK DONE.

The following procedure has been adopted successfully in NORTH AFRICA for getting PAD and Civil Defence works put in hand. The PAD and Civil Defence Adviser makes recommendations to the Chief Engineer, who gets the agreement of Operations that the works concerned are a military necessity, and then arranges for the work to be carried out, either by Royal Engineer personnel or local labour, whichever is available.

19. DUTIES OF PAD CO-ORDINATING OFFICERS AT BASE SUB-AREA HEADQUARTERS.

The following duties were laid down in NORTH AFRICA for PAD Co-ordinating Officers at Base Sub-Area Headquarters:-

(a) to organise PAD arrangements for reporting damage, for operating rescue, casualty service, and to provide fire prevention to cover military establishments, including docks located in the Base Sub-Area.

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The following procedure has been adopted successfully in NORTH AFRICA for getting R.D and Civil Defence works put in hand. The R.D and Civil Defence Advisers make recommendations to the Chief Engineer, who gets the agreement of Operations that the works concerned are a military necessity, and then arranges for the work to be carried out, either by Royal Engineer personnel or local labour, whichever is available.

19. DUTIES OF R.D CO-ORDINATING OFFICERS AT BASE SUB-AREA HEADQUARTERS.

The following duties were laid down in NORTH AFRICA for R.D Co-ordinating Officers at Base Sub-Area Headquarters:-

(a) to organise R.D arrangements for reporting damage, for operating rescue, casualty services, and to provide fire prevention to cover military establishments, including docks located in the Base Sub-Area.

(b) to assist the French or other nationals in the organisation of their Civil Defence.

(c) to supervise the training of the R.D organisation, and to maintain close touch with the training of the personnel in Civil Defence.

(d) to make reports on installations and undertakings in the Base Sub-Area, which are -

(i) vital to the military authorities
(ii) vital to the civilian community.

(e) report all progress on any measures undertaken for the protection of these vital points.

(f) to recommend to the local nationals such arrangements as are necessary to maintain the life of the civilian community under heavy air attack.

(g)/

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(g) any operations to -

(i) ensure that P&D posts are fully manned at the proper time;

(ii) control the operation and movement of P&D parties.

(iii) organise co-ordination between P&D and Civil Defence Services.

(iv) act as Staff Officer to the Base Sub-Area Commander in connection with post raid problems, which may interfere with the economic and general life of the community.

14 Apr 43,
JLi.

Lt. Col. Hindley-Smith.

Room 43.

CIVIL AFFAIRS STAFF CENTRE.

Ref: Precis No. C.A.S.C./M/28.

ORGANISATION OF THE NATIONAL FIRE SERVICE:

1. PRE-WAR.

The Fire Brigade Act of 1938 defined the responsibility of local authorities for the org of the Fire Services and for mutual aid outside the boundaries of the individual local authority.

The Auxiliary Fire Service was formed to supplement the existing Fire Bdes.

Up to the outbreak of war the AFS, trained by local Fire Bde personnel, was voluntary and part-time.

2. MOBILISATION.

On mobilisation in 1939 (Sept), a large number of men transferred to whole-time duties. Emergency fire stations were set up and manned by AFS personnel, with a nucleus of comm systems, comprising exchange telephone, fire alarm circuits and messengers. The set up was haphazard, because hurriedly extemporised. In these days the org could not have dealt with a large scale "blitz".

3. 1940.

In the first year of the war the expected air attacks did not materialise and the opportunity was taken to remodel the extemporised system of org, by changing the principle of dispersal (1-pump stations) to concentration into 5 and 10-pump stations.

Unfortunately, owing to the absence of air attack, there was considerable public criticism of the apparent idleness of the large numbers of Auxiliary Fire Service personnel, and as a result, resignations on a large scale were encountered.

4. 1940-41.

The start of heavy air attacks soon showed the inherent weakness of a Fire Service system based on 1,440 separate local orgs. Marked faults were :-

(a) Lack of a standard mobilising system and adequate comms.

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4. 1940-41.

The start of heavy air attacks soon showed the inherent weakness of a Fire Service system based on 1,400 separate local orgs. Marked faults were :-

(a) Lack of a standard mobilising system and adequate comms.

(b) Absence of a standard chain of cmd.

(c) Lack of standardised drill.

(d) Lack of standardised eqpt.

These faults, resulting from local differences, became very obvious as air attacks spread to many parts of the country and made necessary at short notice reinforcing moves from one local authority to another.

5. 1941.

1765

It became apparent that the only solution to this problem was nationalisation. Under the Fire Service (General) Regulations, 1941, the whole of the local Fire Brigades and the Auxiliary Fire Service in Great Britain was placed on a national footing, the main principles being :-

(a)/...

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(a) The existing 12 Civil Defence Regions were used as a basis of control.

(b) The existing local authority Fire Bde and local firms of the AFS were amalgamated into 43 Fire Force Areas in England and Wales and 6 in Scotland.

(c) Mobilisation was standardised, as were drills, kept, and chains of cond. The comm systems were developed and co-ordinated so that controls at all levels (with the exception of rural areas), were linked by private wire.

6. 1942.

Under the present nationalised system reinforcing moves at all levels are automatic. Tpg is standardised. Marks and badges of rank are uniform throughout the country. Comms have been developed to a high degree - including the use of radio. Generally the operational efficiency of the Service - as has been proved in the "blits" fire fighting since nationalisation - has very greatly improved. This improvement is due, in no small measure, to the provision of large quantities of static water and water supply lines.

(Chain of cond - See Appendix "A")
(Chain of control - " " "B").
(Org and duties of staff - " " "C").

7. GENERAL NOTES.

(a) The tendency for the National Fire Service to become self contained is now clearly marked. For example, it is building and adapting its own stations, constructing its static water basins and pipe lines with labour drawn from NFS personnel and repairing its own appliances and kept in NFS wksps

A Bde of the National Fire Service is similarly self-contained and now includes, in addition to SPs, and TPs, TLs, RCUs, MTUs, HLs, CVs, MAs, DRs, STs, CUs, PTVs, PMUs, etc.

(b) The NFS is a purely defensive service. Its strategy is dictated by the enemy. Its tactics are not predetermined; they must be evolved to meet a situation as it develops. The impossibility of forecasting the extent and point of air attack makes complete mobility and elasticity of control the essential factors in successful "blits" fire-fighting.

(c) The whole-time NFS is largely operational. Its purely fire-

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(c) The whole-time NFS is largely operational. Its purely fire-fighting strength is approximately 70 per cent of its total strength.

The whole of its available operational strength can therefore be in action at one time. Its reserves are literally a second line of defence and consist of part-time personnel, whose value would become apparent in heavy and sustained air attacks.

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APPENDIX "A" TO C.D.C/M/28.

CHAIN OF COMD.

Fire Service Council

FS Dept
CFS

CFFO

FFC

DO 100 pumps

Col O 50 pumps

S Coy O 20 pumps
Coy O 10 pumps

SL 5 pumps

LF 1 pump

Fm

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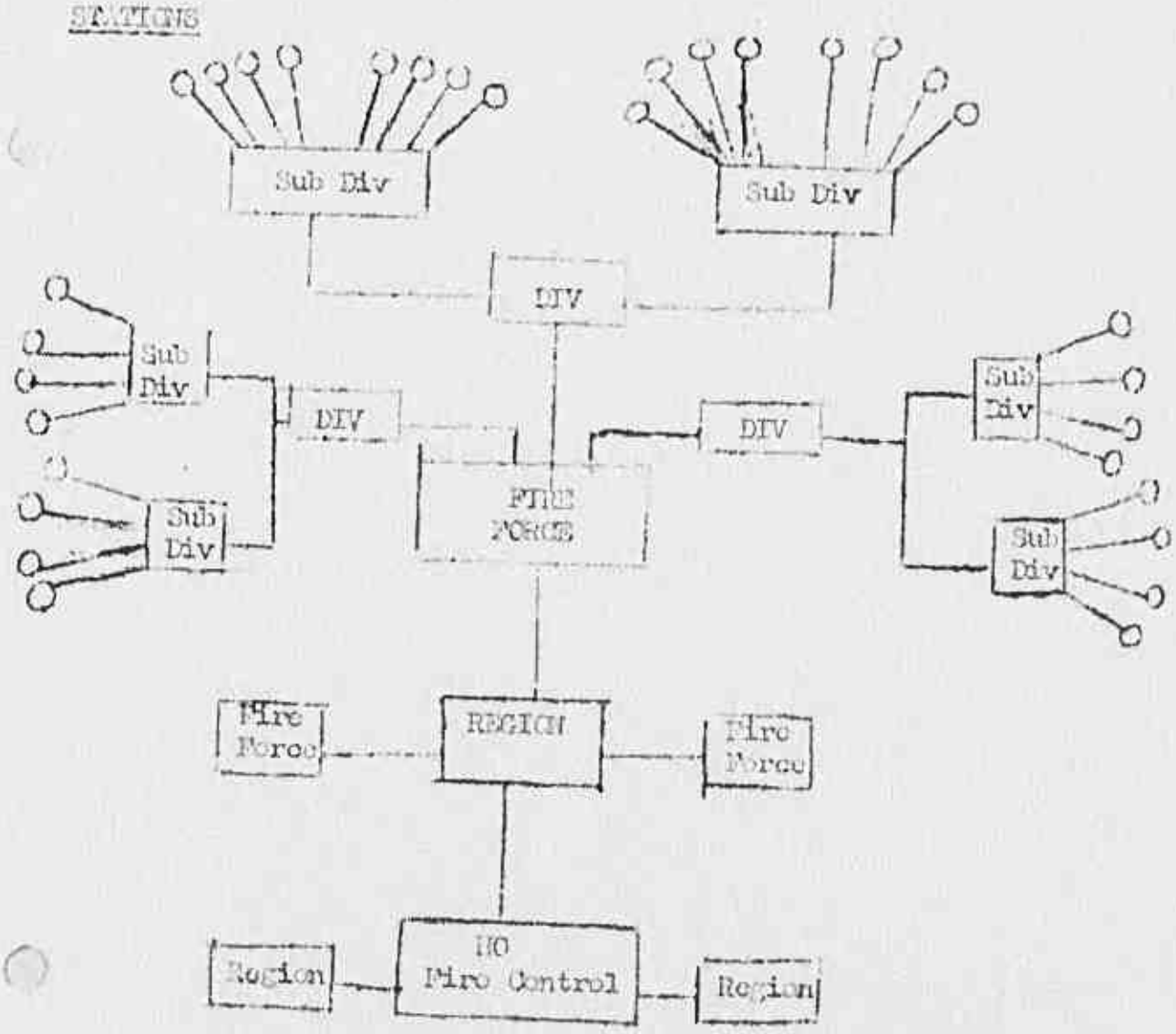
APPENDIX "B" to CINCPAC/AF/28.

CHAIN OF CONTROL:



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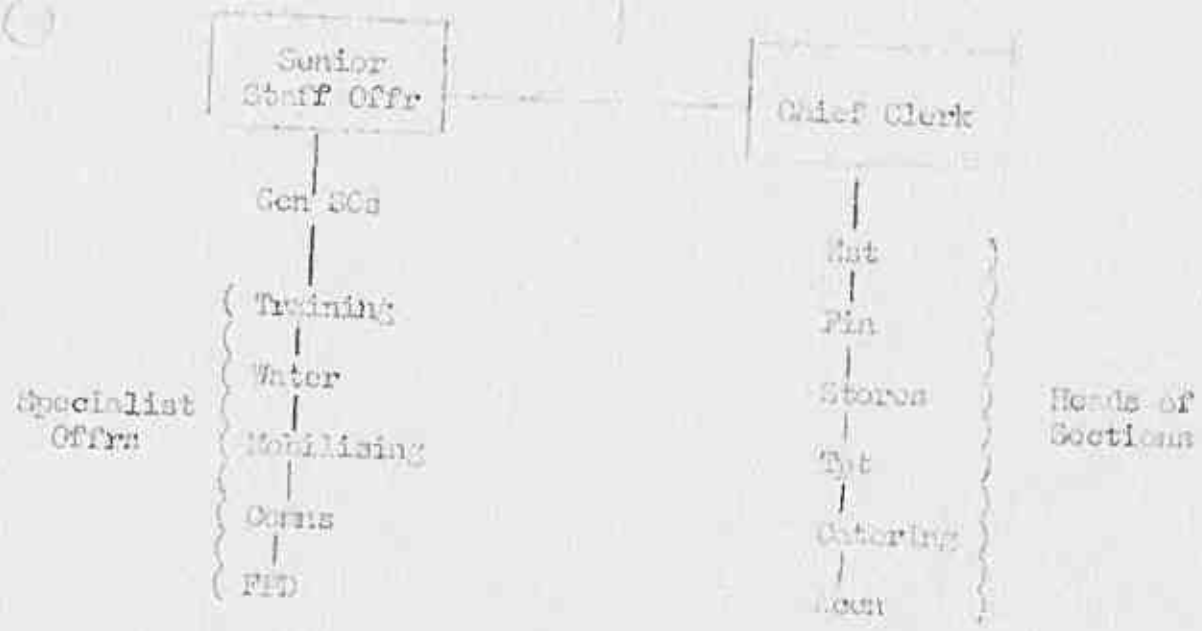
ORG & DUTIES OF STAFF:



Dr. C.A. Hinsley Lucas

CIVIL AFFAIRS STAFF CENTRE.

THE PROBLEM OF FIRE DEFENCE. CA/536

Large fires behind advancing armies constitute a first class military disaster.

The responsibility for fire fighting duties and the organisation of fire services in re-occupied friendly territories and occupied enemy territory falls into three categories:-

(a) Ports, bases and military points where the Army has a paramount interest.
(b) Other important towns occupied by the army, but not of the same vital interest to it as category (a).
(c) All towns and localities within the zone of military occupation, but not actually occupied by the Army.

The standard of fire services in most European countries has been generally below that of the fire services in GREAT BRITAIN, and in friendly reoccupied territory it must be assumed that the enemy will have destroyed as much equipment as possible, and that key personnel has been withdrawn or dispersed.

In occupied enemy territory it is probable that fire services are well organised, although appliances and equipment are not on the scale available in this country. The officials may however be hostile, and a strict control will be necessary.

There is little upon which we can draw for information, as the experiences in NORTH AFRICA and RUSSIA were based upon conditions which are unlikely to be encountered again.

Fire is one of the most outstandingly successful instruments of war, and the provision of "fire cover", both for military and civilian risks is almost comparable to the provision of "air cover."

There are four phases of fire defence, each of which merges naturally into the other, viz :-

1. Fire Prevention.
2. Fire fighting by static personnel with light equipment, working within definite areas.
3. Fire fighting by mobile resources, using heavy equipment brought up to meet situations beyond the control of (2).
4. Fire Salvage.

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2. Fire fighting by static personnel with light equipment, working within definite areas.
3. Fire fighting by mobile resources, using heavy equipment brought up to meet situations beyond the control of (2).
4. Fire Salvage.

If fire prevention is successful, few fires should get beyond the capacity of the static fire fighters, i.e. the fire guard and if the fire guard are well trained, the very limited resources of the mobile fire fighters will be deployed to the best advantage, and not wastefully dispersed.

Fire prevention should be the basis of any fire defence plan, and fire prevention arrangements relate necessarily to specified risks and to defined areas. The first attack on incipient fires; and the organisation of a system for calling in reinforcements for such fires as are beyond the control of first aid appliances, should be carried out by fire guard personnel whose fire defence duties are subsidiary to their normal day to day occupation, but who can be relied upon to be available at specified times, and when attacks are in progress, to work within defined areas. These two phases of fire defence, namely fire prevention arrangements, and fire guard, which are concerned with specific defined areas, are known as Static Fire Defence.

It/

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It is certain that the major fire fighting resources located in any town cannot ever be sufficient to meet the results of a large scale incendiary attack, and it is therefore essential that there should be an organisation for providing rapidly reinforcements from such places as are not at the same time being attacked. This organisation for reinforcement is known as Mobilising.

Major fire fighting appliances manned by full time personnel available for reinforcing duties anywhere within the area controlled, will be known as Mobile Striking Force.

Units of this force should be disposed in small groups (five pumping appliances is an ideal number for a group) in stations readily accessible to the most important fire risks.

In addition to providing reinforcements, units of the mobile striking force should be available to provide a first attendance for "lull period fires." It is, therefore, necessary that in every town the areas in which each station provides first attendance should be defined. Such areas are known as Station rounds.

In addition to the officer in charge of the units of the mobile striking force housed on a "station's ground" there should be an officer in charge of static fire defence. This latter officer should have qualifications which enable him to advise authoritatively and give orders within the scope of his delegated authority on fire prevention matters, and he should also have responsibility for organising the fire guard on the station's ground.

It is clearly desirable that the mobile striking force, which must be composed of full-time personnel, and also the personnel engaged on static fire defence, should be composed of nationals of the countries involved. It is proposed to take into the countries affected, mobile columns of fire fighters at the earliest possible moment. They would enter towns soon after occupation, and provide a ready and ready fire defence until such time as an organisation could be set up which would provide adequate fire cover, when the columns would immediately move on elsewhere.

Fire Salvage which consists of saving property from damage during or after fire fighting operations, is so closely linked with such operations that it should be a part thereof and personnel trained accordingly.

All sections of Civil Affairs should inform the Fire Defence section of their requirements in the way of fire cover, and it will be the duty of the latter section to advise on such questions as safe storage, and [illegible] all aspects of static fire defence in so far as it concerns the [illegible]

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I.V.H.

Jun. 43
JGR.

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CIVIL AFFAIRS STAFF CENTRE.

PRECIS OF LECTURE ON FIRE DEFENCE. CA/769

By Comdr. J.H. FORSHAW.

PEACE-TIME

The percentage of the community that required the services of the Fire Brigade was so small that there was indifference on the part of the public towards fire. The incidence of fires gave employment to thousands of people in Insurance Companies, Fire Appliances manufacturers, Fire Brigades, etc. A fire was a local tragedy, and Fire Defence, such as it was, was organised on a local basis.

WAR-TIME

In time of war fires wherever they occur are national disasters as national assets - shipping space, man power, etc. - have to be drawn upon to make good the loss.

Fire has great potentialities as an offensive weapon of war, because it is self-propagating, and has been exploited by us and the enemy.

HISTORY OF N.F.S.

Municipal brigades - approximately 1450 of them - were maintained by the local authorities at the ratepayer's expense, and were basically immobile outside their own district, and the conditions of service, uniforms, training and methods of getting to work differed from one brigade to another. Factories, railways, dockyards, and the fighting services also had their own fire brigades which operated under different conditions again.

In 1938 the Auxiliary Fire Service was formed, and although to a large extent paid for from the national exchequer, it was put under the control of the local authorities and trained according to the methods prevailing in each particular district.

The Regional scheme for assistance during air raids was devised at the outbreak of war, and this attempted to provide reinforcing units for towns that were heavily raided, but was cost cumbersome as only a fixed percentage of each town's resources could be moved. When raiding did occur the lack of standardisation and uniformity caused chaos as officers accompanying reinforcing units had no authority, except over their own units, in the towns they were sent to be helping, and Local Authorities [illegible] so that

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In the winter of 1941 the principle of a nationally controlled fire fighting service to combat the enemy's fire raiding attack was accepted by Parliament, and the National Fire Service was formed from the resources of the 1450 municipal brigades, and was made into one Service with national grading of ranks, standardisation of training, and complete mobility of all men and appliances so as to provide an adequate fire defence where and when needed.

FIRE PREVENTION

Although the municipal fire brigade resources were welded into one force nothing was done to nationalise the many other fire brigades that existed in the country, and factories, docks, railways, and service establishments

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continued to be responsible to their appropriate ministeries for fire prevention arrangements. This resulted in the formation of independent fire-fighting units, often highly skilled and with specialist knowledge, which did, however, not form part of the pattern of national fire defence, and the N.F.S. still had statutory obligations to protect these sites from fire; thus there was a tremendous wastage of man power and appliances, and lack of co-ordination, and no complete National Fire Defence existed.

FIRE AND CIVIL AFFAIRS

The civil population must be educated to appreciate that fires anywhere may affect everybody, and big fires are big defeats. The fighting services do not always appreciate the necessity for fire prevention and efficient well trained fire-fighters as a form of insurance. The trained fire-fighter will tackle the fire as close to its source as he can. The untrained fire fighter will often pour on water from a distance, and may unnecessarily lose the whole building, yet public praise goes to the latter because he is more spectacular.

Continental fire brigades had a high technical standard before the war. The PARIS fire brigade consisted of two battalions of the Army, and was extremely efficient, but this was not usually the case with French provincial brigades. The BRUSSELS fire brigade was also reported to be very efficient. In HOLLAND, DENMARK, NORWAY, SWEDEN and GERMANY the fire services were excellently equipped and well trained, and the population appeared to be more fire-conscious than ever here as a result of "fire" education in the schools.

Defeatism among inexperienced fire fighters easily spreads, as people often, when faced with a large fire, adopt an "all is lost" attitude. All need very seldom be lost, as the largest fires resolutely tackled can soon be beaten, and it is amazing how much undamaged material can be salvaged from what has been the heart of a raging furnace.

A fire-conscious population, a well planned fire service, and well trained fire-fighters can give great support to offensive military operations, and can also affect adversely military operations to a probably greater extent than any other non-combatants if they are inefficient.

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Jul 43
JMR.

J.H.F.

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CIVIL AFFAIRS STAFF CENTRE

CA/S43

FUNCTIONAL DISCUSSION - FIRE DEFENCE

The problem presented to the Civil Affairs Fire Officer is varied constantly by the activities, or lack thereof, of an adequate and well-trained fire service. It is defeatism of the worst order, and entirely untrue, to say that the fire problem resulting from an incendiary attack is one which is set entirely by the enemy. The problem is one which can, to some extent, be eliminated, and to a great extent be minimised by a combination of intelligent planning and resolute action on the part of the defence.

It is axiomatic that the very closest association and co-operation must exist between the Fire Service and Civil Defence General Service (although the latter's problem is basically a static one which is set entirely by the enemy and is not, in most of its aspects, so propagating.)

The Fire Defence problem becomes more difficult in view of the possibility of the complete absence of equipment in the early stages, or at least an amount of equipment available which is considerably below normal "lull period" requirements.

POLICY.

On the strength of experience gained in this country, advantage should be taken of the opportunity to plan idealistically, which if 100 devastation of public services is to be assumed, should not be difficult.

The first consideration is to provide a rough and ready fire cover to tide over the initial difficult period.

Immediately following the entry of an army, it is proposed to form mobile columns of fire service units which would form part of similar columns of Civil Defence General Services. Such columns would be self-contained so

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Immediately following the entry of an army, it is proposed to form mobile columns of fire service units which would form part of similar columns of Civil Defence General Services. Such columns would be self-contained so far as administration is concerned. They would enter towns at the earliest possible moment after occupation and remain until reasonable permanent fire cover was available. Personnel would, as far as possible, be composed of nationals trained in this country, reinforced by such recruitment as is possible overseas. The question of training when abroad is one to which considerable thought should be given.

FIRE PREVENTION.

Civil Affairs Officers will be instructed to refer all matters regarding storage for advice. Certain elementary precautions are being laid down which should cover an immediate need, should no specialist fire officer be available.

FIRE GUARDS/...

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FIRE GUARDS.

It will be necessary in conjunction with the appropriate local authority to enrol such man-power as is available in an organisation approximating to the English Fire Guard. The temporary organisation during the initial phase can be gradually extended to conform with the English system. In view of the strict limitations in the amount of major fire fighting appliances available, the defence of any specified area in the early stages, will be almost entirely dependent on this organisation.

MOBILE STRIKING FORCE.

As a general utility Fire Service Unit, the standard Army composite unit is ideal for the purpose of the Civil Affairs Mobile Striking Force :-

1	-	3-ton Army lorry
1	-	350/500 GPM Trailer Pump (Towed)
1	-	Dismounted 150 GPM Trailer Pump (Carriage)
1,500	feet	of 2½" hose
		Second hose manual and ancillary equipment for pumps
1	-	Motor Cycle
1	-	No. 2 Foam-making-branch-pipe
10	-	2-gallon tins of foam compound

A certain number of these units will become available for Civil Affairs and a large part of these available will be set-marked for mobile columns. The principle fire fighting appliances proposed for the mobile striking force, over and above the composite army type units are 150 GPM Light Trailer Pumps towed by 3 cwt vans, which should carry crew, hose and ancillary equipment.

Foam units will consist of one No. 2 Foam Branch Pipe. Ten 2 gallon tins of Foam Compound will be required, in the ratio of one for every 2 light trailer pumps.

A supply of 5,000 gallon canvas dams is also considered essential in view of the probability of damage to water mains and lack of static water. The allocation to towns would depend on the water position which is unknown.

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Wheelbarrow pumps and two-man manuals are required for static fire defence of individual regions, particularly in the small towns where units of the mobile striking force will be few or non existent. Stirrup pumps are required on the basis of one to every 100 of the population and a supply of canvas buckets on the basis of two per stirrup pump will be needed as it is understood that petrol tins are now returnable.

In view of the absence of repair facilities, 100% reserve of hose is considered necessary.

Estimates/...

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Estimates are being prepared for personal kit made up as follows :-

Axes fire guards
Axes for firemen
Belts and pouches
Waterproof leggings
Fire uniforms, dungarees or battle dress
Helmets, Manganese Steel
Helmets, Civil Defence

It is impossible to estimate for adaptors as at present no information is available concerning hydrant outlets.

RECONNAISSANCE.

It is of vital importance that detailed reconnaissance reports should be prepared by Civil Affairs Officers at the earliest possible moment. These reports will enable the planning sections of higher formations to prepare schedules of equipment and personnel to be shipped abroad. In preparing these reports, it will be necessary to give detailed information on :-

(1) Estimated population
(2) Morale
(3) Trained personnel
(4) Equipment available
(5) Extent of demolition
(6) Water supplies
(7) Man-power available for W/T and P/T duty
(8) Arrangements for training
(9) Detailed report on any existing organisation
(10) Preliminary plan for fire defence to cover specified area
(11) Vital points
(12) Key points
(13) Strength of AFS units in the area.

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It cannot be sufficiently stressed that in the early days following occupation the situation may be extremely difficult. Until the shipping position

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GENERAL.

It cannot be sufficiently stressed that in the early days following occupation the situation may be extremely difficult. Until the shipping position permits transport of appliances for mobile columns, fire defence will be largely in the hands of the Static Fire Fighters.

It will be necessary to work in close liaison with other sections of Civil Affairs to ensure that the elementary policy of dispersal and segregation of stores be carried out. This side of Fire Defence arrangements is of vital importance in view of the paucity of equipment and appliances available for protection. Special consideration must be given to the storage of POL, foodstuffs and to the proper arrangements of transport parks.

The creation of fire breaks by demolition where serious outbreaks threaten to become beyond control must be considered as an emergency measure. This would normally be carried out in conjunction with RE units.

1756

Docks/...

Docks and harbours are, in the first instance, the primary responsibility of the AFS, but Civil Affairs Fire Officers must hold themselves and their civil organisation available for immediate assistance to avoid any serious dislocation of port facilities.

The object of this paper is to provide Civil Affairs Fire Officers with details of policy already agreed in principle. During discussion periods it will be necessary to prepare memoranda and plans to cover specific problems arising during the various phases of an operation. These problems will include such questions as :-

Communications
Observation Posts
Training
Administration of Mobile Columns
Mobilising
Consumable Stores
Liaison with other branches of Civil Affairs
Specific planning to cover a defined area
Reconnaissance.

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"EXTRA LIGHT" POWER-DRIVEN PUMP (WHEELBARROW TYPE)

APPENDIX "A"

This unit has been developed as a petrol-engine-driven fire-fighting pump, the number of controls having been reduced to one only and the operation of the set having been simplified so that it can be used by untrained personnel. It requires a crew of three. The engine is a single-cylinder 300-c.c. 4-stroke. Bore 70 mm., stroke 76 mm., R.A.C. rating = 3.025 but developing over 6 b.h.p. at 3,500 r.p.m. The engine has been designed to operate at full throttle, developing the maximum power for unlimited periods. Cooling is effected by a fan blower running through a cowling to the cylinder head and barrel-cooling fins. An internal mechanical governor is fitted for controlling engine speed and operates directly on the throttle. The governor can be set at any desired speed to suit operating conditions and prevents the engine racing should the suction hose be uncovered.

The suction and delivery connections are bolted to the pump casing which enables various sizes or types of connection to be used. The standard fittings consist of a 2-in. British Standard pipe suction connection with blank cap and chain, while delivery fitting is a 2½-in. instantaneous connection with blank plug. A 2-in. diameter inset pressure gauge reading 0-100 lb. per square inch is provided. The pump will prime itself on a 10-ft. vertical suction lift through 2-in. suction hose in approximately 20 seconds, and has a priming lift of approximately 20 ft.

The weight of the unit complete, mounted on its frame with accessories, is approximately 1 cwt. 3 qrs. It is capable of delivering 45 g.p.m. at 50 lb pressure with a vertical suction lift of 10 feet.

The following equipment is generally supplied -

2 6-ft lengths of 2-in suction hose

1 copper strainer

2 75-ft lengths of 1½-in unlined canvas hose with 2½-in couplings.

1 dividing breeching

2 branch pipes

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1 copper strainer

2 75-ft lengths of 1½-in unlined canvas hose with 2½-in couplings.

1 dividing breeching

2 branch pipes

2 5/16-in nozzles

1 ½-in key

20 canvas buckets

The pump is capable of working through very much longer lengths of hose than those mentioned above, and where the pump is required for general fire-protection purposes at least 400-ft of 2½-in hose could be provided in addition to the two 75-ft lengths of 1½-in.

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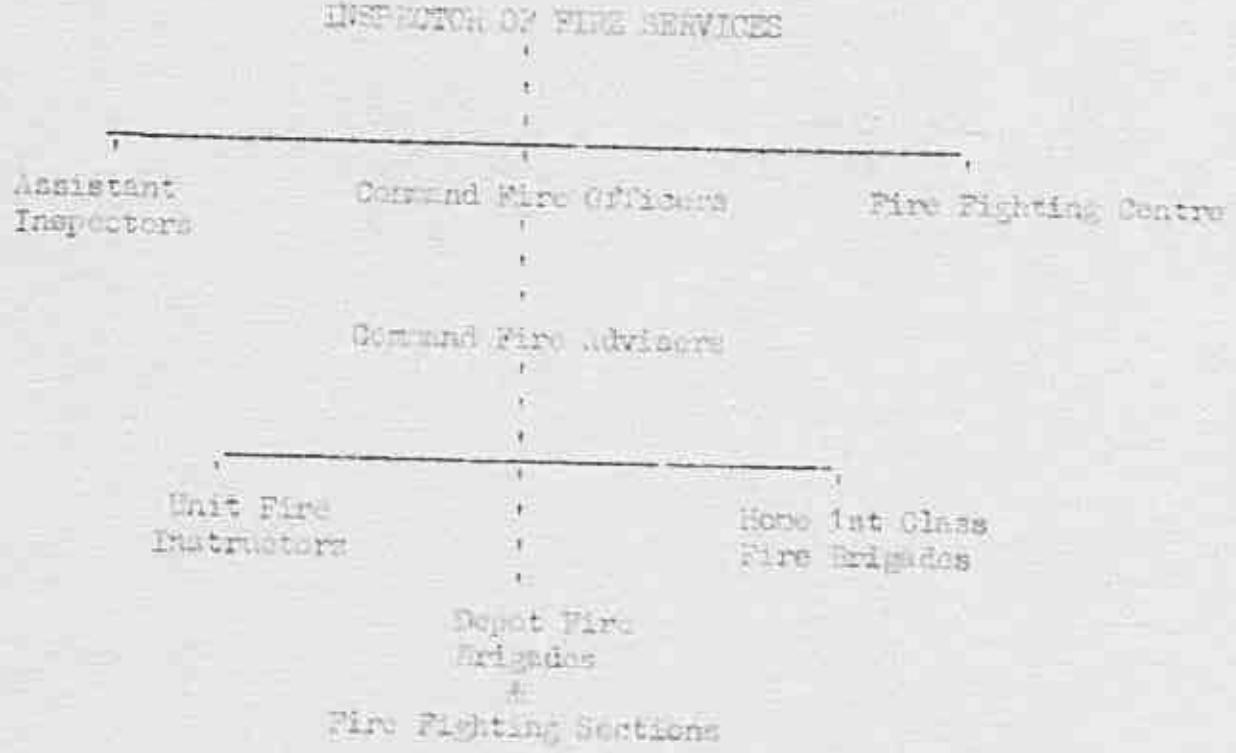
APPENDIX "B"

ARMY FIRE SERVICE

I. ADMINISTRATION

The organisation and administration of the Army Fire Fighting Service are under the control of the QMG through a branch of the Quartering Directorate (Q.3) under the War Office Inspector of Fire Services. The Home organisation is as under:-



II. OVERSEAS

In the light of experience the nature of the fire fighting arrangements for overseas have changed from time to time and the latest formations of fire fighting personnel and equipment are given below. By way of general explanation it should be stated that there are three types of fire fighting sections attached to certain units but there are no fire fighting wing personnel attached to ordinary infantry, RA, or other such units.

The "Fire Fighting Section" consists of 1 Sergeant, 1 Corporal, 5 Privates and has its own equipment in the way of Trailer Pumps, Fire Tender Lorry

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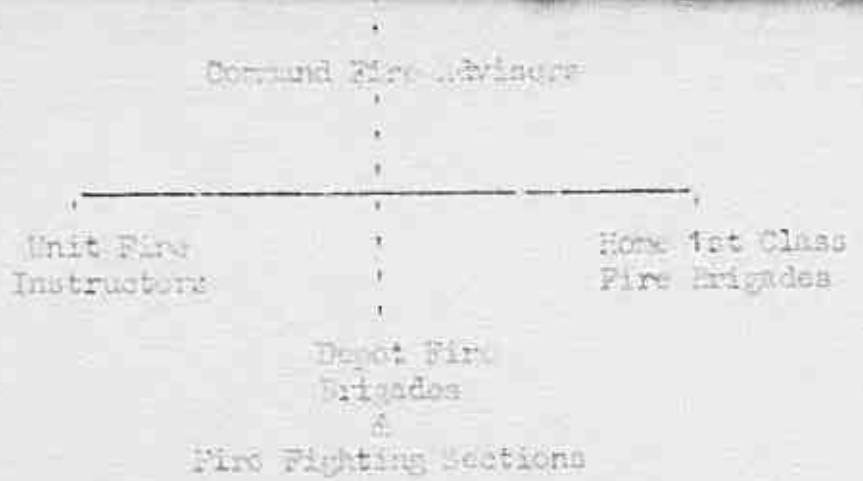

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The "Fire Fighting Section" consists of 1 Serjeant, 1 Corporal, 5 Privates and has its own equipment in the way of Trailer Pump, Fire Tender Lorry and all appurtenances.

The "A" type Sub-Section is a cadre and also has its own equipment similar to the "Fire Fighting" Section, but the unit must provide the necessary personnel to man the appliances. It consists of 1 NCO and 1 Driver.

The "B" type Sub-Section is again a cadre but does not carry any equipment of its own. Its functions are chiefly instructional and it consists of 1 NCO and 1 Private.

These Sections are attached to base Units as Base Ordnance Depots, Base Supply Depots, Dock Units etc.

In addition to the above mentioned sections an Expeditionary Force will now include certain officers, some of them on the staff or attached to a staff, and a number of Fire Fighting Companies, each with its own officers, consisting of 4 Fire Brigades. The allocation will depend on the size of the Force and its destination etc. The primary and indeed, chief function of these Fire Brigades is the protection of loc alities which are of vital interest to the Army. The Fire Fighting Company is the main Fire Fighting Unit.

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The composition of the Fire Fighting Company is as follows:

Company Headquarters

2 Officers	1 Utility
1 WO I	2 HD
1 Sergeant	
1 Corporal	
7 OAs	

Fire Brigade

1 WO I	4 Fire Tenders
1 CFMS	4 Medium Pumps
4 Sergeants	4 Light Pumps
4 Corporals	1 3-ton Truck
29 OAs	4 Motor Cycles

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CIVIL AFFAIRS

THE PROBLEM OF CIVIL DEFENSE - PUBLIC INFORMATION

The commencement of any serious civil defense preparations during the war has undoubtedly the disadvantage of arousing hostile attention as to conditions the likelihood of air attack.

It is understood that the circumstances under which Civil Affairs officers will arrive will be a considerable improvement on those of the last war, but certain guiding principles can be laid down from the point of view of the maximum advance results.

(1) Civil Affairs officers should be instructed to avoid any appearance of hurry and bustle during the early days of their arrival, as this would create a bad impression on the local population.

(2) Officers should not be instructed to call on the Mayor or Chief Executive Officer of the city immediately on arrival, but should first make a preliminary survey of the situation.

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CONFIDENTIAL

The following are guiding principles in connection with all storage:-

(a) Storage at any individual commodity should be concentrated in any building.

(b) Consideration of different fire hazards should be given in different buildings.

(c) Inflammable stocks or stocks which are dangerous for fire-fighting purposes should be kept apart from other stocks.

(d) Stocks should not be piled so high as to be beyond the easy reach of fire-fighting appliances.

(e) Stocks should be arranged to provide easy access for fire-fighting purposes, and to facilitate the removal of stocks in the event of fire.

(f) Open spaces should be left between stacks and the walls of the building so as to prevent the spread of fire from one stack to another.

(g) Stocks should be kept away from windows, doors, and other openings in the walls of the building so as to prevent the spread of fire from outside.

(h) Stocks should be kept away from the walls of the building so as to prevent the spread of fire from outside.

(i) Stocks should be kept away from the walls of the building so as to prevent the spread of fire from outside.

(j) Stocks should be kept away from the walls of the building so as to prevent the spread of fire from outside.

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(y) Stocks should be kept away from the walls of the building so as to prevent the spread of fire from outside.

(z) Stocks should be kept away from the walls of the building so as to prevent the spread of fire from outside.

CONFIDENTIAL

The following are guiding principles [illegible]

(i) Storage of any individual commodity should be spread between as many buildings as possible.

(ii) Concentration of different fire dangers should be avoided in different buildings.

(iii) Storage should be spaced to provide easy access for fire-fighting throughout the store.

(iv) Individual stacks or piles should be kept reasonably small with clear spaces round same, and if possible drainage should be provided to keep goods clear of floors.

(v) Stocks should not be piled so high as to be beyond the easy reach of fire fighters, and in any case there should be an adequate space, say 3 feet between the tops of stacks and the ceiling of the storage place.

(vi) Quays and other spaces should be kept sufficiently clear to allow for fire gaps to remain between buildings.

(vii) A system of fire guard patrols should be introduced as early as possible.

SEGREGATION OF COMMODITIES

Separate storage should be provided for goods of a similar kind, e.g. foodstuffs, goods liable to spontaneous heating, rubber, oils and spirits, grain, wool, cotton, other vegetable fibres, paper etc.

Such segregation facilitates fire fighting and results in better salvage.

Contamination of food stuffs. Such commodities as, poisons, dye-stuffs, tanning extracts, glue, soda ash etc. should not be stored on the same floor as, or on floors above, foodstuffs.

Corrosive and noxious substances. Substances of a corrosive nature, or which evolve large quantities of smoke or noxious fumes, are likely to hamper the efforts of fire fighters and should be kept separate in well-ventilated stores.

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Materials/

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<u>Materials which liquefy when heated</u>. Certain goods such as lard, tallow, fats and waxes, sulphur, resin, bitumen and pitch, which are solid at ordinary temperatures, liquefy under heat, and storage conditions should provide against the extension of fire from point to point and from floor to floor through stairs, lifts and pipe or other ducts, in buildings used for the storage of these commodities. The same applies to rubber, and to oils and spirits and inflammable liquids generally.

<u>Spontaneous Heating</u>. Certain substances which are able to initiate a temperature rise, either by chemical combination with others or by self-heating, should be segregated. Among these are:-

(i) Strong mineral acids, (nitric, sulphuric and hydrochloric).

(ii) Oxygen carriers such as nitrates, chlorates, peroxides and permanganates.

(iii) Finely divided carbon (e.g. vegetable and animal blacks) and finely divided metals (magnesium aluminium, zinc, etc.) and metallic sulphides.

(iv) Linseed and other drying oils.

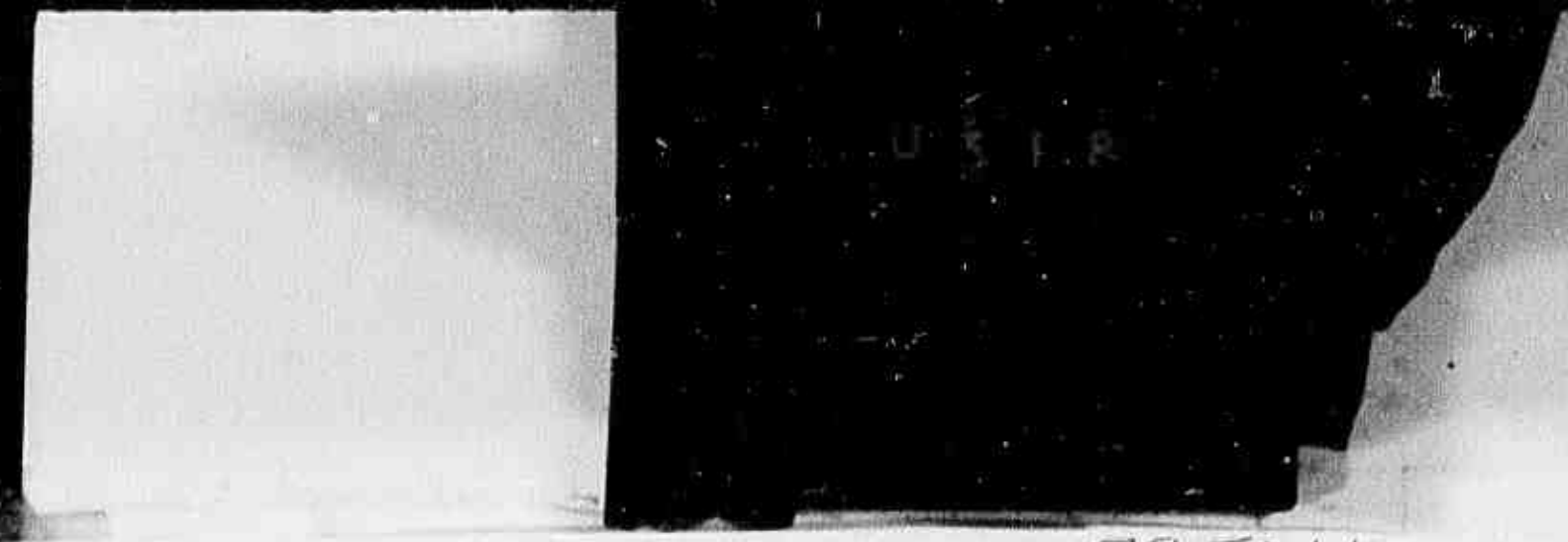
(v) Quicklime, calcium carbide and metallic sodium and potassium.

(vi) Goods of doubtful nature, origin or purity, e.g. waste paper, rags, etc.

<u>Fibres</u>. In fibre stores the size, stability and spacing of stacks is particularly important owing to the risk of flash fires and the liability of stacks to collapse through the bursting of ties, either by burning or by swelling of the fibre by the application of water for fire extinguishment.

Bales should be laid with broken joints as in brickwork and a clearance of at least 3 feet should be maintained between stacks and the walls of the building. Swelling of stacks of fibre through water absorption has frequently brought about the collapse of a building through excessive pressure on walls.

Improvised electrical and heating apparatus should receive particular attention.



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source of heat provided for 4 million bois; respectively avoid, ... li ital seed.

Sugar
Soybean (soluined forms)
Starch
Cocoa
Rice and rice water refuse
Corn
Unsterilized cow's milk
Wood flour
Salt
Oat bran
Grain (flour mill)
Tea
Composed coke
Distiller's spent dust
Grain (grain storage)
Rape seed
Corn-flour
Flour (flour mill)
Calcory
Spirulina
Extracted soya bean
Maize

PETROL AND OIL

The storage of POL is one which should receive special attention, as storage in the early stages will largely be improvised. The essential is to ensure that the site is isolated, and that stacks of this be kept small, not more than 10 x 10 x 12 with at least 10' between each stack.

Smoking should be prohibited. "De hors" -(nocturnal time) - should be applied in a accurate "Lecture" shed with the floor below ground level. Petrol tins are to be stored at a distance from the bulk supply as de-crasin constitutes one of the greatest dangers of petrol storage.

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2. SUB-DIVISION.

3. [illegible].

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CIVIL AFFAIRS STAFF COURSE

CA/120

THE PROBLEM OF FIRE DEFENCE (II)

PRECIS No. 9

In considering a provisional Fire Defence Organisation to cover a city of some 100,000 inhabitants it has been necessary to make certain assumptions and to use terms with a restricted meaning. The general principles laid down are intended to apply to a typical industrial city but would require little modification if applied to a non-industrial country town.

The first necessity is to reconnoitre and report on the available water supplies. On the situation of these supplies the strategy of Fire Defence in the area will largely depend. It must be borne in mind that the ordinary town's water supply is unlikely to be available and generally supplies might be restricted to rivers, canals, artificial lakes and any supplies in bulk available on industrial premises or laid down as part of a previous Fire Defence plan. The problem then resolves into a question of determining the relative fire susceptibility of particular districts.

FIRE SUSCEPTIBILITY.

The term "fire susceptibility" expresses the relative ease with which fire can start in and spread through a building or built-up area. Fire susceptibility of a built-up area depends on:

(a) The nature, amount and distribution of combustible materials in the buildings. At the present time this will be influenced to a great extent by the storage of war materials.

(b) The construction of the building and the extent to which it is combustible.

(c) The "built-upness" of the area. This term expresses the extent to which the area is covered with buildings, their average height and the width of the streets.

(d) The efficiency of arrangements for Fire Prevention and for Fire Fighting.

For convenience the different parts of the town would be classified according

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(c) The "built-upness" of the area. This term expresses the extent to which the area is covered with buildings, their average height and the width of the streets.

(d) The efficiency of arrangements for Fire Prevention and for Fire Fighting.

For convenience the different parts of the town would be classified according to the above factors into zones of High, medium and low fire risk. A Fire Zone Map could then be prepared upon which the various zones would be distinctively marked.

THE RED ZONE.

An area having the highest fire susceptibility, i.e. most likely to suffer wide spread conflagration, is termed the "Red Zone". Almost every town has at least one red zone; some have two or three. Such zones commonly occur in the commercial centres of towns of ancient foundation, and sometimes in groups of industrial buildings and warehouse areas near docks, canals and railways. Very few, if any, buildings in red zones are suitable for centres of administration or storage.

The problem is likely to become most difficult in a port in occupation by the Army and used for dissemination of materials of war and stores. The area bordering on the port would automatically become part of a [illegible] and as far as possible shops in a dock area should be used for transit purposes only as they form part not only of a high fire risk but are likely to become also a bomb target area as it is obviously the will of the enemy to deny the Army use of the port facilities.

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In fixing the border of a specified rol some area, some consideration should be given to the question of fire-breaks. On maps to be studied examples are available and their purpose obvious. In the first place broad streets would form convenient points at which fire appliances moving to the affected area could be most conveniently and economically deployed, and secondly they form a point at which, in the worst possible conditions, a final stand could be made to prevent a spread of conflagration.

It has already been stated that the first two phases of Fire Defence, i.e. Fire Prevention and the Fire Guard, both of which are concerned with specific defined areas, are to be known as Static Fire Defence.

FIRE PREVENTION.

Certain elementary fire prevention arrangements and suggestions are to be made available.

STATIC FIRE DEFENCE.

No definite scheme to cover this phase can be laid down as it is impossible to legislate in detail for conditions which are at the present time unknown. It is suggested that the town should be organised into small sectors with a Sector Captain in charge of each and a number of house or works parties under him and at least two messengers, either youths or members of his parties, attached. These sectors will be the unit area

(i) for the collection or deployment of Static Fire Defence personnel, and

(ii) for summoning assistance of heavy mobile units.

As the organisation of the town is developed each of these sectors will become a sub-area of a selected fire station. The areas of the sectors will depend upon the area, i.e. whether high, medium or low fire risk, the proximity of mobile appliances and the personnel available. The headquarter sector will be known as the "Sector Joint". Any convenient room or basement could be utilised for this purpose with some regard to protection against air attack. It is understood that in all industrial premises it will be the duty of the occupiers concerned to organise their own Static Fire Defence and to provide some accomodation for a Sector Joint.

Control will be arranged through a Sector Captain who will be responsible for the establishment and maintenance of the prescribed system and under operational conditions decide on the movement of reinforcements of Static

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Control will be arranged through a Sector Captain who will be responsible for the establishment and maintenance of the prescribed system and under operational conditions decide on the movement of reinforcements of Static Fire Defence parties or the necessity to call in heavy appliances. As telephonic communications are unlikely to be available it will be the responsibility of the messenger attached to the Sector Captain to inform the nearest depot for mobile appliances of any request for assistance. In this connection it should be borne in mind that a fire in a building which is beyond the control of three house parties will not be controlled by a larger number with stirrup pumps as their only appliances. It is suggested that observation posts be established to aid the mobile fire fighters in determining the general situation and to enable them to discriminate in the priority of assistance.

OBSERVATION POSTS.

Observation posts have proved of great value, especially for the purpose of forwarding immediate information as to the locality in which an attack is being made, the place, its main characteristics (HE or Incendiary), its weight and any serious fire situation which results. In important towns observation posts should normally be organised to cover the town on a wide

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but broad points working to depots considering while appliances would form a useful supplement if suitable positions and, more important, suitable personnel for manning the posts can be found.

The success of any preliminary scheme of Static Fire Defence is dependent upon the efficiency and enthusiasm of the personnel and the reliability of the Section Captains. Upon these men will devolve the responsibility of calling in heavy appliances where necessary and they will be required to exercise considerable discrimination to avoid wasteful dispersal and premature deployment of those appliances which are likely to be few in comparison with modern English standards.

Aug 43.
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D.W.H.

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Lt. Col. Hundley Inst.

CIVIL AFFAIRS STAFF CENTRE.

INCENDIARY AGENTS. CA/337

NOTES

I. GENERAL

1. Incendiarism as a Science

2. The elementary principles of combustion and their application to air war strategy.

II. INCENDIARY AGENTS.

3. Thermite.

(a) Composition.

(b) Largely ineffective when used alone owing to small quantity of heat released.

(c) Limited to use as filling to initiate the combustion of magnesium bombs.

4. Magnesium.

(a) Unusual property of burning fiercely when heated to just above its melting point.

(b) Advantage to the fire defence due to peculiar reaction to water.

(c) Increase in effectiveness when in alloy, especially with

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(b) Advantage to the fire defence due to peculiar reaction to water.

(c) Increase in effectiveness when in alloy, especially with aluminium.

5. Anti-personnel devices.

(a) Purpose is to disperse and hamper "first aid" fire fighters.

(b) The problem of delayed action types.

6. Large size Incendiary bombs.

(a) Likely to produce an early fire situation beyond the control of the "fire guard" organisation.

(b)/

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(b) Carrying capacity of aircraft reduced but this is outweighed by advantages obtained by use in concentrated industrial areas.

NOTES

7. Oil Bombs.

8. Phosphorous Bombs.

(a) Physiological action.

(b) First aid repressive measures.

(c) Anticipated developments.

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CIVIL WARS STAFF COURSE C4/398

Precis of Lecture on

ARMY FIRE SERVICE ORGANISATION FOR OVERSEAS OPERATIONS

by Lt.-Col. Beattie, A.F.S.

HISTORY

1. On the outbreak of war the Army took to FRANCE fire brigades formed on a peace-time basis. Each brigade mustered 23 and was commanded by a W.O.1. A fire brigade's equipment comprised a Leyland 700 g.p.m. D.P., a 30 cwt lorry which did duty as a fire tender and as a towing vehicle for a Dennis 350/500 g.p.m. trailer pump. The fire brigade's equipment included P.B.2 foam branch pipes and proto self-contained breathing apparatus.

2. A fire brigade was allotted to each of the major ports and in addition 30 cwt lorries with Dennis 350/500 g.p.m. trailer pumps formed part of the mobilisation equipment of most of the base units but no fire fighting personnel were provided with these unit appliances.

3. In 1941 Army Fire Services were recognised as an independent service. The Fire Fighting Wing was formed and personnel provided for whole-time duty fire units at Home and Overseas and the first men trained were formed into small sections for attachment to the various base units.

FIRE FIGHTING SECTIONS AND SUB-SECTIONS.

4. There are three types of small Fire Fighting detachments.

Fire Fighting Section	1 Sgt 1 Cpl 1 Driver 4 Firemen
Fire Fighting Sub-Section Type 'A'.	1 Sgt 1 Driver
Fire Fighting Sub-Section Type 'B'	1 Sgt 1 Fireman

The first two are equipped with fire tenders and Dennis 350/500 g.p.m. trailer pumps with the usual small equipment including P.B.2. foam branch pipes and 500 g.p.m. canvas hose. The sub-section Type 'B' has no equipment however. Each end one can are

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The first two are equipped with fire tenders and Dennis 350/500 G.P.M. trailer pumps with the usual small equipment including, F.B.A. foam branch pipes and 500 gall. canvas dam. The sub-section Type 'B' has no equipment however. The sgt. and one man are provided to supervise the normal unit equipment.

FIRE FIGHTING COMPANIES.

5. Proposals for concentrating Fire Fighting units into Companies under their own Fire Fighting officers were accelerated by the North African campaign and by the fact that the proposals offered a considerable saving in man-power and equipment. The Companies comprising a Company HQ and four augmented fire brigades were built up at the expense of the Fire Fighting Sections which were reduced to sub-sections, only Dock and Petrol units being given sub-sections Type 'A'.

OPERATIONAL ROLE.

6. Fire Fighting Companies are allotted according to the class of operational area. If the operation involves a major port and a medium town or small port the Company would operate from the major

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work with three bridges at strategic points over the Cumberland River. Bridges on the Nashville By-Pass and on the Nashville to Gallatin Road.

7. The Unit Plan Fielding Sub-sections shall immediately close with the Major Equipment Pool in the event of an emergency requiring evacuation and dispersal of the Nashville Area. It is essential that the personnel and equipment from the Unit Plan Fielding Sub-sections be at the disposal of the Major Equipment Pool as quickly as possible.

8. The O.C. Company will be the operational officer control the five sections in the area. He will arrange for rations, billeting and transportation for all the above. He will also maintain close contact with the Civil Defense Control Centre.

CIVIL DEFENCE ORGANIZATION

9. The officer in charge of the Fire Fighting Company and the O.Cs in charge of the Fire Fighting Platoons will work in close liaison with the respective Civil Defense officials, who will be responsible for all fire fighting services in Nashville.

10. Fire fighting personnel to be the greatest asset in the event of an emergency, but it is essential that the officials in charge of the Fire Fighting Platoons be fully conversant with the duties of the Civil Defense officials, and that they should be prepared to assist the officials in the event of an emergency. The purpose of the Civil Defense organization is to assist the citizens in the event of an emergency, and the officials in charge of the Fire Fighting Platoons should endeavour to co-operate with the officials in charge of the Civil Defense organization at all times. Success can only come through mutual co-operation and understanding between the two organizations.

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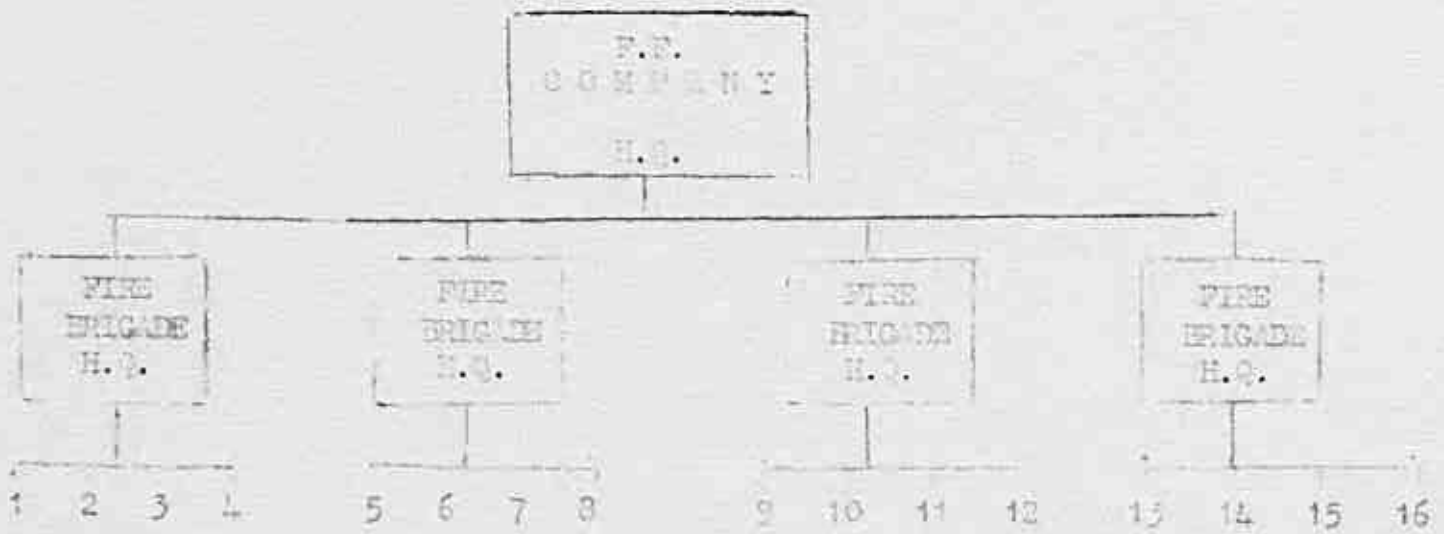
A FIRE FIGHTING COMPANY - OVERSEAS



PERSONNEL	VEHICLES	MAJOR EQUIPMENT
COMPANY H.Q.		
1 Officer Commanding (Captain) 1 Subaltern 1 Fire Adviser (W.O.1) 1 Sergeant 1 Corporal 1 Batman 1 Ft/Driver 2 M/Cyclists 2 Tel/Orderlies 1 Cook - A.C.C.	1 Utility Truck 2 Motor Cycles	
FIRE BRIGADE H.Q.		
1 R.S.M. (W.O.1) (Superintendent) 1 Staff Sergeant 2 Ft/Drivers 2 Messengers	1 - 3 Ton Lorry (F.W.D.)	16 Lengths Canvas hose (75ft) 60 gallons Foam Compound 4 sets Proto Self-contained breathing apparatus - 2hr 2 Foam Branch Pipes F.B.10.

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FIRE BRIGADE SECTION 1 Sergeant 1 Corporal 4 Fireman 2 Pr/Drivers	1 Fire Tender Lorry (F.W.D.) equipped with 200 gallon water tank, first aid pump and hose reel, hose lockers etc. 1 Medium Trailer Fire Pump 1 Light Trailer Fire Pump (without chassis). 1 Motor Cycle	37 Lengths Canvas hose (75ft) 1 Foam Branch pipe F.B.2. 30 gallons Foam Comp and 2 Portable Directors

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RELIEF.

CA/305 Relief.

CA/P/140 Problems of a Regional Coordinator.

CA/P/157 Relief: Then and Now.

CA/402 Notes on International Relief Organisation e.g.

CA/P/158 Summary of Lecture on the General Organisation of Civil Relief by Sir F. Leith-Ross G.C.M.G.

CA/3/290 Practical Relief work.

CA/P/64 Headings of Lecture by Mr. G.T. Milne, Ministry of Health.

CA/P/65 Summary of Lecture by Mr. G.T. Milne.

CA/306 General Welfare.

CA/P/46 Social Welfare.

CA/P/149 Notes on Women's Work on the Continent in the Pre-Armistice Period.

CA/P/151 Distribution of Coal to small-consumers.

CA/P/134 Emergency Organisation and Salvage.

CA/P/34 Precis of Lecture on Waterworks and Water Supply.

CA/371 Public Works & Public Utilities (Engineering Services).

CIVIL AFFAIRS STAFF COURSE

WELFARE I

CA/305

RELIEF

1. IMPORTANCE

At the early stages by far the most important Civil Affairs duty, for the following reasons:-

(a) The only means of preventing the local population from hindering military operations.

(b) The chief means of keeping control of the movements of civilians.

(c) Confidence in the Allied forces would depend to a great extent on their ability to improve the living conditions of civilians.

(d) The supply of labour, and its efficiency, would depend on the feeding arrangements.

(e) The branch is the only one which has no "opposite number" in the military forces from which to take over.

2. MILITARY REQUIREMENTS PARAMOUNT

It must not be forgotten at any time that military requirements come first. Little tonnage is likely to be available for civilian requirements for many days after the landing of troops. Preference in the distribution of food must be given to those whose services are required or whom it is necessary to keep clear of typoy movements.

3. TYPES OF RELIEF

Relief is divided into the following main divisions:-

(a) Feeding
(b) Accommodation
(c) Clothing
(d) Hygiene
(e) General welfare.

The first three are obvious and will be dealt with in later lectures. Hygiene, as distinct from medicine, includes sanitation, prevention and isolation of disease. So far as we are concerned this is chiefly the enforcement of regulations through native doctors, police and other authorities, also the provision as soon as possible of medical and hygiene stores and equipment; soap may be an important

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4. GENERAL WELFARE

General welfare of an emergency nature consists of those services to the civilian population which are conducive to mental quiet; tracing of lost members of families, occupation, etc. Long-term welfare covering camp organisation, education, etc., will be covered in another lecture.

5. LOCAL ASSISTANCE

It must always be remembered that Civil Affairs staffs will be quite inadequate to do any "donkey work". Full cooperation of local authorities and voluntary bodies is essential. Furthermore, refugees of relief, for the sake of their own morale apart from any other considerations, must be obliged to look after themselves at the earliest possible stage.

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6. TYPES OF RECIPIENTS OF RELIEF

Relief will be required for the following categories of persons:-

(a) Those found in areas reoccupied who cannot help themselves.

(b) Returning inhabitants who have been evacuated or had fled during the attack.

(c) Refugees.

(d) Foreigners (e.g. Poles, Czechs) previously employed by the enemy and left behind when the area was evacuated.

(e) Air raid victims.

(f) Probably at a later stage, returning prisoners of war.

7. CONDITIONS EXPECTED

Difficult to foresee. They will vary according to the degree of haste in which the enemy retired, to the usefulness of the people concerned to the enemy's war effort, the proximity of food-producing areas and other considerations including the enemy's policy towards the people. In general it can be expected that for many months they will have received the barest minimum necessary to keep them alive or, if workers, to keep them fit for work.

8. METHODS

Civil Affairs personnel will deal with the relief problems more or less in the following order:-

(a) Reconnaissance, including gathering information from military formations.

(b) Establishment of contacts and liaison with local authorities and organisations.

(c) Organisation of local assistance.

(d) Broadcasting of information to those in need of relief.

(e) Distribution of food under emergency conditions.

(f) Accommodation, including, if possible, heating and sanitation.

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(e) Distribution of food under emergency conditions.

(f) Accommodation, including, if possible, bonting and sanitation.

(g) Preliminary registration and information service.

9. REGISTRATION

Most important as soon as hunger has been satisfied and, if necessary, rest taken.

10. POLICY

To sum up, the duties of Civil Affairs personnel in connection with relief at this stage, will consist of guiding and assisting local authorities to relieve distress and assisting those in need to help themselves. Also to procure supplies from British sources which are not available locally and seeing to their equitable distribution. They must be careful not to make promises that they cannot fulfil and remember that the main consideration for smooth running is fairness, the characteristic most necessary for cooperation, tact.

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Lt Col. Hadley-Smith

CA/P/140.

CIVIL AFFAIRS STAFF CENTRE.

PROBLEMS OF A REGIONAL COMMISSIONER

Resumé of a Lecture by SIR W. STEWS.

The conditions in occupied or re-occupied territory will necessarily be so different to the conditions in this country that I am by no means clear how far experience as Regional Commissioner is very directly relevant to your purposes. I think there are certain specific lessons we have learned which are likely to be of importance for you and I will try to draw these emergents as I go along. Apart from that it will, I hope, serve some purpose if I give you a general picture of what the job of a Regional Commissioner is and of his main functions. In one form or another you may have to exercise similar responsibilities.

The Regional Commissioner's functions are threefold. First of all he has got very wide emergency powers to deal with any situation if reference to the central government becomes impossible. Secondly, he has got specific responsibilities for certain services - the Civil Defences strictly so-called, i.e. the Wardens, the Rescue Service, Casualty Service, for the National Fire Service in his region, and for the Fire Guard. Lastly, he is responsible for co-ordinating the plans of local authorities and Government departments and for all that is involved in it. It became clear at a very early stage that a good deal more was involved in this last and that a Regional Commissioner had to concern himself to some extent with co-ordinating the plans of different Government departments as between departments and with co-ordinating the plans of voluntary societies.

Regional Commissioners were appointed at the time of Munich. The position was regularised and a number of fresh appointments were made in the spring of 1939.

At the beginning the emphasis was on our emergency powers. It was anticipated that the Central Government might be dislocated by heavy bombing and that communications might be widely cut so that areas were to all intents and purposes cut off. We were given, therefore, emergency powers. These powers fall into different categories. In the first place, the Commissioner holds normally, not only in emergency, delegated powers from the Minister of Home Security in a number of directions; but ordinarily he is not expected to exercise these delegated powers without reference to, and without the approval of, the Minister. If communications are broken he can exercise them at his own discretion. These powers include the power to arrest suspects, to place any Civil Defence or Fire Service under whatever command the Commissioner sees fit, and to issue orders to local authorities on any matter connected with Civil Defence or any matter connected with the maintenance of their services. All these powers are ordinarily exercisable by the Minister or by the Commissioner directly on behalf of the Minister with his approval or on his instruction. As I have said, in an emergency the Commissioner would exercise them at his own discretion. Secondly, the Commissioner's position in regard to other Government Departments, other than Home Security, requires explanation. Most of the Government Departments, and all

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the Commissioner would exercise them at his own discretion. Secondly, the
Commissioner's position in regard to other Government Departments, other than
Home Security, requires explanation. Most of the Government Departments, and all
the departments at all intimately concerned with Civil Defence, have got regional
offices under a Senior Regional Officer. Normally these work directly under their
respective ministers, keeping in touch with the commissioner and meeting him
whenever questions arise where co-ordination is desirable between their plans and
plans of other departments or of local authorities. In the event of communica-
tions breaking down the heads of these departments are instructed that they are
to refer to the Commissioner any questions which, in ordinary circumstances,
would be referred to their Minister, and they are also instructed, if the
Commissioner directs them to do anything, they are to do it even if they are
satisfied that it is contrary to the established policy of their ministry. They
are told that in such circumstances they are to get the Commissioner's instruc-
tions in writing, but having got these instructions, they are to carry them out.
Then there is a Defence Regulation numbered 16A. Nobody knows the limits of 16A,
and nobody very much wants to. It is designed for use in the event of real
emergency. It authorises a Commissioner to give any order to anybody if he
considers the order necessary for the purpose of hindering or meeting enemy
attack, and it also authorises him specifically to direct the movements of people
and the removal of property. Lastly, we were all appointed under a Royal Warrant,
and we were told that, if in the reasonable execution of the duties imposed by
that warrant, we had to go outside the law in an emergency, the necessary steps

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would be taken to indemnify us in respect of our action. D.R.16A ought, however, to cover almost anything which could not be done through the regional office or through the police, since Orders under that Regulation can be enforced by the police if necessary by the use of force.

There are one or two points arising out of what I have said which seem to be worthy of special reference. In the first place when you have got emergency powers it is important not only that these should be adequate, although this is very important, but that the people with whom you are going to deal should know quite well that you have got these powers and what the extent of these powers are. Secondly, the person responsible for the exercise of such powers must be the arbiter as to when the emergency has arisen. Both these conditions are imposed by the need to avoid argument in a crisis. Lastly, there is a point which has cropped up and is very important indeed. You ought not to think of some one point of time at which the Commissioner assumes emergency powers. The condition of the exercise of emergency powers is that reference to the Central Government has become impossible. Unless the Communications people are managing very badly and in particular, unless my D.Rs. are doing their job much less well than I expect, it should be possible to maintain some kind of communication in almost any circumstances, but what will not be possible, and what sometimes in "blitz" conditions is in fact not possible, is to get a particular decision from the Central Government as quickly as it is necessary to get it. You have a problem suddenly arising - if you are to take a decision to any purpose, that decision may have to be taken in certain cases without any delay. A Commissioner is justified in using his emergency powers whenever he cannot get, by reference, a decision within the period which is necessary for his purpose. As I see it, it will not be a question of a sudden moment at which a Commissioner starts exercising his powers in all sorts of directions, but he will exercise his powers in matters which require rapid decision, even while he is still referring to the Central Government matters which admit of delay. So much for our emergency powers. I would remind you again that all I have said about these powers is relevant only to a grave emergency.

The functions of a Commissioner in less alarming circumstances are twofold. First, there are his responsibilities for certain services. The Civil Defence service, strictly so-called, that is to say, the Control, and Reporting Service, the Wardens, the Rescue and First Aid parties, which are now being combined, and the First Aid Posts, these are all under local authorities. Every County is what we call a "scheme making authority" and every County Borough, and in addition there are certain other boroughs which are scheme making authorities. The local authority is responsible for the service but the Commissioner is responsible for the general oversight of these services. He has various means of persuasion, and so far as compulsion is concerned, he has a delegated power to transfer the control of a service to himself, to anyone he nominates, or to another authority, and I have no doubt that, if it were really necessary, he would obtain the Minister's assent to exercise that power. The NFS is in a different position. The Fire Services were at the beginning of the war a large

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There are a number of other minor points which I believe to be worth mentioning. We found everywhere, I think, that we were over-manned with [illegible] and under-manned with Rescue Parties. The proportion of [illegible] those killed was much lower than was generally expected, and [illegible] you got a good many people trapped and you had to sit there and [illegible] the reinforcement of the first-aid Parties and the Rescue Parties into casualty which are called Rescue Parties. That is a very important point, but it wants watching in certain directions. First of all, it does not always follow that the kind of fellow who makes very well [illegible] is a Rescue Party is going to take at all kindly to first-aid training and to a very elementary character. Any, especially in the county, are not the men who are either builders, labourers or Council workmen. It follows that it is important to get into the combined parties one of the people who do know [illegible] well - it is not as much a question of knowing what to do but of knowing what not to do. I have found the substitution in my opinion to [illegible] is trained in rescue work, and a deputy leader with a real knowledge of first aid. This is desirable from the first aid side as I see it, but it is also at the rescue end. Take the position where the party arrives on [illegible] a lot of people lying about injured and, possibly, certain [illegible] If you make the leader, who is not must be your Rescue expert, directly responsible for the first aid [illegible] of encouraging all to leave this to the deputy leader, the leader will almost inevitably feel bound to deal with the people. Under the scheme which I recommend he would leave [illegible] look after the injured and he would himself proceed to investigate whether there was any possibility of people being trapped and, if there was, how he was going to set about getting them out. One other point about Rescue Parties is of prime importance, and has always been of great importance. Then you [illegible] incident you invariably find that there are a large number of people [illegible] help - the people have turned out to [illegible] good many civilians. Rescue work is either a technical job, [illegible] kill trained people through enthusiastic but [illegible] and causing this to collapse, and the very first thing which [illegible] keep the people off rubble. That is primarily a duty [illegible] rescue party has to see that the police are doing [illegible] that respect. On the other hand, the labour which is [illegible] useful if properly employed, and my notion connected with [illegible] consist in always how and on what jobs certain labour [illegible] and usually. One of the difficulties is that in an ordinary [illegible] Parties are working by themselves whereas in real life they [illegible] with other help at their disposal which can be used [illegible] they know how to use it. Another point is [illegible] a limited number of rescue parties, which [illegible] decreasing numbers, and that means that we have to [illegible] more and more for rescue work, and for [illegible] that in any situation where there is [illegible] only to find that it is of some [illegible] about organisation of such a character that the result [illegible]

a lot of people lying about injured and, possibly, [illegible]
If you make the leader, who is and must be your rescue expert, directly responsible for the first aid instead of encouraging him to leave this to the deputy leader, the leader will almost inevitably feel bound to deal with the injured people. Under the scheme which I recommend he would leave his deputy leader to look after the injured and he would himself proceed to investigate whether there was any possibility of people being trapped and, if there was, how he was going to set about getting them out. One other point about Rescue Parties is of growing importance, and has always been of great importance. When you get to an incident you invariably find that there are a large number of people wanting to help - the troops have turned out and turned up and there are probably also a good many civilians. Rescue work is rather a technical job. It is very easy to kill trapped people through enthusiastic amateurs getting on top of the rubble and causing this to collapse, and the very first thing which has to be done is to keep the people off rubble. That is primarily a duty for the police, but the rescue party man has to see that the police are doing everything necessary in that respect. On the other hand, the labour which is thus available can be very useful if properly employed, and any person concerned with rescue work should consider in advance how and on what jobs amateur labour can be employed safely and usefully. One of the difficulties is that in an ordinary exercise the Rescue Parties are working by themselves whereas in real life they will find themselves with ample help at their disposal which can be used very effectively provided they know how to use it. Another point worth mentioning is that we have only got a limited number of rescue parties, and, owing to the demands on man power, a decreasing number, and that means that we have got to rely on the Wardens Service more and more for simple rescue work, and for immediate first aid. I am certain that in any situation where there is not a high number of rescue parties available you are likely to find that it is of extreme importance to build up some street organisation of such a character that the people on the spot will try to give such help as they can and will know something about what help they ought not to give.

Then there is the question of decentralisation after heavy attack. That is a difficult problem which has been considered both by the Home Security and in every Region. My own view is that it is a great mistake to try to have fixed sectors to which to decentralise control, since much depends on where the attack has been and what has been its weight in different areas. What I advocate is that Controllers should have their town divided up into blocks of various sizes, and after a really heavy attack they should send out officers as Sector Officers allotting to each a certain number of blocks and a certain number of services, so many Rescue Parties, Ambulances, Incident Doctors, etc. It is hopeless after a heavy attack to dream of having an Incident Officer at each incident. What you have got to do is to take fairly substantial areas and send somebody to take charge of the whole of the incidents in that area and to place at his disposal the resources which seem likely to be necessary within that area. There are certain things, however, you can do and ought to do. It is obviously impossible to move fixed first aid posts and it is desirable in defining a sector to include, if possible, a fixed first aid post; if not, to send a mobile unit to

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open up a first aid post in the sector. I am pretty sure that fairly fluid sectors, highly trained incident officers, each capable of taking charge of a large sector, and the allotment to these officers in the light of events of sectors and of certain definite services which will then be at their disposal, represents the best method of coping with heavy attacks rather than any pre-arranged system of decentralisation.

Last of these directly Civil Defence problems is one to which I want to refer in somewhat heretical terms. I am afraid I regard Decontamination Centres as a public menace. What matters is what can be done quickly and this should be done as quickly as possible. If the public are encouraged, as I am sure they have been encouraged, by the existence and publicity of Decontamination Centres, to try to get to such a centre when they have been contaminated, then I believe that these centres will do far more harm than good. In regard to gas, above everything else I believe that the right course is to teach people how to help themselves and to explain to them that they can do so.

The other main function of a Commissioner is co-ordination. As I have already said, that is first of all as between the plans of Government Departments and the plans of local authorities and in this form opportunities arise in all sorts of directions. We have, for example, been very much concerned with the plans for dealing with invasion. We have had also to co-ordinate local plans for dealing with "blitzes" and for assisting neighbouring authorities to do so. We have also had to deal with plans (which are very important) for reconstruction and relief after an attack is over. We work out plans in considerable detail with the Local Authority and with the various Government Departments concerned and then we have what we call "a post blitz exercise". It is extraordinary the variety of problems which arise. There is of course the salvage problem, and that is immensely important, taking care of people's furniture, seeing that foodstuffs are salvaged and so on. Then there is the whole problem of the people who have been bombed out, the question of getting them into Rest Centres, and on the other hand, getting them out of the Rest Centres and billetted as quickly as possible so as to be ready for another attack. One trivial point about Rest Centres which is very important, more so than you would expect, is the provision, in any way possible, of boiled sweets for the children - the effect on their vitality is amazing.

Another point, which always gives trouble, is the problem of "trekking". Some people take the view that trekking should be stopped. My own view, which I think is generally accepted, is that it is rather a good safety valve, but you have to take care that the conditions under which people trek are not too comfortable. Do not try to stop it altogether but take care that the trekkers are not made too comfortable for the night. It is desirable that as their alarm dies down they should give up the practice as quickly as possible.

After a heavy attack our practice is that the Town Re-Construction Committee, which is the Town Emergency Committee, meets to survey the damage and to see what is going to be done about it. It is important that this meeting should not take

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After a heavy attack our practice is that the Town Re-Construction Committee, which is the Town Emergency Committee, meets to survey the damage and to see what is going to be done about it. It is important that this meeting should not take place too early, so that when the Committee does meet, it knows what damage has been done and knows its problems fairly fully before starting to try to solve them. If there has been a heavy attack, a number of officials, including myself, come over from Regional Headquarters to make sure, first of all, that everything that ought to be done is being done; that, for example, Rest Centres are emptying into billets; and that steps are being taken to salvage property. Then of course we see also what help is required from outside.

Of the more general aspects of co-ordinating departmental and local plans during war, all I can or need say is that the co-operation between and with departments has been extraordinarily good, they have been extremely tolerant of the Regional Commissioner, and that the same is true, speaking broadly, of my local authorities. Where difficulty is most likely to arise is with a big authority which has always been accustomed to dealing with Whitehall direct. In these circumstances you are rather apt to find the Authority not unnaturally resenting somebody intervening between itself and Whitehall.

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There is, as I have said, another and very important field for co-ordination, the work with voluntary societies. The voluntary societies are admirable, they have got any amount of zeal, goodwill and a surprisingly large number of people still available to help. We are constantly depending on them and they never fail to respond. In the first place, however, unless those plans are co-ordinated there is a lot of overlap and also considerable omissions. Secondly, it is wise to remember that voluntary societies not only want to see things done but each voluntary society rather wants to do each job itself or to have a considerable hand in the doing of it. Government Departments are not so free from that tendency as to be able to throw stones. It is, however, a tendency which has to be checked and which in my experience is best checked by regular (meetings of representatives of the society, to discuss outstanding problems, under a neutral chairman.

I want to conclude by pointing out two general lessons from our experiences, which are, I think, relevant for your purposes. First of all, I think our experience does show that it is essential to have officers or officials, with adequate authority, who are primarily concerned with civil problems. The civil problem under and after air attack, or when foodstuffs are short, are so serious, so complicated and so varied that they cannot be thrown as an additional responsibility on to people who have also got military duties. I think that any soldier who has had experience on a Command Staff in this country would feel that as strongly as I or my staff feel it. You must have people who are dealing with the specifically civil problems and whose primary job it is to do so. Secondly, I am quite clear that our experience shows that it is desirable to have officers who are responsible for substantial areas. Obviously you have got to have local officers, but I think you want to have an officer who is responsible for a very considerable number of these smaller areas, responsible for their general supervision, and for the co-ordination of their efforts. What we found is that some local authorities are good, some are bad, some indifferent. Unfortunately, if a local authority is bad it has almost invariably no idea that it is bad, and it is of immense help if you have got somebody who is in a position to compare the work of different authorities, and to insist on improvements where improvement is required. Further, an official who has jurisdiction over a number of authorities can do much to secure the pooling of good ideas. I have no doubt that such considerations justify the provision of an officer with a reasonable staff who is responsible for fairly wide areas, over and above the provision of officers with quite local responsibilities.

6 Apr 43.

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Capt Hadley-Smith

CIVIL AFFAIRS STAFF CENTRE

NOTES OF TALK BY SIR W GOODE KEE ON 7 APRIL 1943 CA/P/157

RELIEF: THEN AND NOW

Relief in relation to modern warfare and the first experiment in rationing a nation since the Roman Wars, started with the Commission for Relief in BELGIUM towards the end of 1914. In order to understand what happened last time you must realise that Relief during and after the last war, is inseparably connected with Hoover.

It was evident in 1918 that the Supreme War Council in PARIS was not in itself fitted to deal with the highly specialised economic and other difficulties which would have to be faced. After much discussion it was decided to form a special body consisting of two representatives from each of the four allied and associated governments. This body - the Supreme Council of Supply and Relief - held its first meeting on the 11th January 1919, in PARIS, with Mr. Hoover as Director-General of Relief, and Lord Reading, then His Majesty's Ambassador to the United States, and Sir John Beale, as representative of H.M.G.

A lot of tripe has been written and talked about the delay in getting relief going after the last war. Relief was improvised after the last war, but it was improvised by people who knew their job, who were prepared to take responsibility for it, and didn't ask for a Committee to whom to pass the buck the moment they came up against snags. Shortage of food, congestion of land and sea transport, depreciation of currencies, revolutions - in short social, economic, and industrial chaos - reigned throughout Europe in those early days in PARIS.

Under these conditions and in the very early stages, the members of the Supreme Council of Supply and Relief realised that it would be impossible for them to 'tidy up' EUROPE without extended powers and without including in their constitution such organisations as the Blockade Council, the Allied Maritime Transport Executive, the Allied Food Council, and other inter-allied bodies. The Supreme Council of Supply and Relief therefore decided to dissolve itself after a short-lived but useful career, and on the request of its members, the Supreme War Council created the Supreme Economic Council, comprising five representatives, with ministerial powers, from each of the four governments, and representing respectively Food, Finance, Shipping, Blockade and Raw Materials. Sections were formed to deal with each of these functions. A Communications Section was also created and later a Coal Commission. Lord Reading returned to AMERICA, and Lord Robert Cecil, K.C., M.P., became the principal British representative on the Supreme Economic Council. Sir John Beale, who throughout had taken a leading part in the negotiations for

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Ambassador to the United States, and [illegible]
H.M.G.

A lot of tripe has been written and talked about the delay in getting relief going after the last war. Relief was improvised after the last war, but it was improvised by people who knew their job, who were prepared to take responsibility for it, and didn't ask for a Committee to whom to pass the buck the moment they came up against snags. Shortage of food, congestion of land and sea transport, depreciation of currencies, revolutions - in short social, economic, and industrial chaos - reigned throughout Europe in those early days in PARIS.

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Allied Relief Missions were sent in January 1919 to POLAND, SERBIA, ROUMANIA, LATVIA, CZECHO-SLOVAKIA, ARMENIA, AUSTRIA, GREECE, and later to the Baltic provinces and Southern RUSSIA. Allied Railway Missions were also sent to almost all of these countries under the auspices of the Supreme Economic Council. The primary duty of these missions was to keep headquarters at PARIS continuously informed as to the requirements and conditions in the various countries, and to give locally all possible assistance and advice as regards shipping and distribution of supplies.

My long association with Hoover prior to and during existence of SWF, was responsible for my becoming H.M.G.Director of British Relief Missions.

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The conditions under which you will have to work will, of course, be very different from those which had to be faced in 1919 by my splendid British staff of about 170, many of whom were seconded Navy and Army officers, who at their own urgent request, went straight into relief work, without any home leave. It amuses me to hear that there can be no analogy whatever between the job they did in 1919 and that which you have to tackle, because you presumably will be administering relief behind fighting armies and we administered relief when an Armistice was in force over the whole of Europe. To what extent peace existed you can gather from an extract from the official report of the British Relief Mission in POLAND. Describing the conditions in the beginning of February 1919 when the Mission arrived, the report says:

"POLAND at this time was fighting on four fronts against the Ukrainians, the Bolsheviks, the Czechs and the Germans, and the military situation was not good. LEMBERG in the South-east was practically invested by the Ukrainians and was starving. There was a shortage of munitions and military equipment, and even women and boys of twelve were fighting in the trenches. In many parts of POLAND there was a complete lack of essential foods. Children were dying of want of milk, the adults were unable to obtain bread or fats. In the Eastern districts there was virtually a state of famine. The country there had undergone four or five occupations of different armies, each of which had combed the land for supplies. Most of the villages had been burnt down by the Russians in their retreat; land had been uncultivated for four years and had been cleared of cattle, grain, horses and agricultural machinery by both Germans and Bolsheviks. The population here was living on roots, grass, acorns and heather. The only bread obtainable was composed of these ingredients, with perhaps about 5 per cent. of rye flour. Their clothes were in the last stages of dilapidation; the majority were without boots and shoes, and had reached the lowest depths of misery and degradation. The distribution of food in the towns was very unequal".

And then, of course, in POLAND there was typhus. That, I expect, you have heard all about and about the "Gordon Sanitaire" we had to draw. There were moments when the stink of precautionary petrol on my hair seemed almost as bad as typhus itself.

There was a rough and ready rule of thumb under which I worked with Director-General Hoover, viz. that UK should always try to fill the gap between what USA could provide and what was required for the necessities of human existence - that included cloth, boots, drugs, railway material as well as various food-stuffs. Naturally the great bulk of relief supplies were provided or purchased by the US. In addition to this rule of thumb we had an agreement about countries with Hoover in order to prevent overlapping. For instance, the major part of relief supplies for AUSTRIA was left to us.

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DON'TS

Don't let the privations or the misery of the few affect your perspective of the needs of the many. Relief is essentially for the good of the greatest number within your area. Your head must rule your heart. Individual cases of suffering, however acute, must not be permitted to influence your sense of proportion.

Don't forget that the right kind of people to help, at heart don't like being helped. That is especially true of those who for the first time in their lives find themselves on the bread or soup lines. The immediate reaction may be clamant thanks but the ultimate reaction, more often than not, is dull resentment.

Don't flush your national flags on ours more than you can help.

Don't/

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Don't think of yourselves as "Lady Bountiful" and don't a
even if you've officially allowed to do so, which is unlik
spending the British employer's money or the money of the
relieving or just passing on Lease Lend supplies.

British Relief Missions were instructed that their main ob
operate in every way possible in the common humanitarian
particularly wanted not to make relief the stalking horse
endeavour to bring glory to the British flag by beating Ir
of marbles.

They were also enjoined to keep clear of all political com
counsel of perfection, perhaps, because it is hard to kep
Britain, with some experience of centralization, into a "Be
cut invisible tapeworm in its pert but mousy way to do his
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of the State to which he is accredited and with which, ca
his home becomes bound up. This temptation was particular
of the countries where for several months members of the Re
the only accredited British representatives.

Don't take advantage of depreciating currencies - to buy s
etc.

Don't discriminate relief supplies that are sent to you wh
good look over.

Now a word or two about the present. Hoover, with the memo
of the Allied Civil and Military Authorities, was able to m
reaching decisions affecting whole nations. I'm frankly a
fine yourselves handicapped by top-heavy and over-organiza
bit terrified by some remarks published on Committees and
made through the resulting Paper Blitz. It seems to me you
wedding invitations and clerical plans as to whom you invi
next, that you may have no time and little initiative left
job properly.

You may not have heard the object of Relief which is presented
by Mr. Bracken, Governor of the Bank of Norway, in a new mag
"Norsaman". No criticism

"Nothing prevents, at the end of the war, a new desire to

out inevitable temptation on his part not merely to do his own particular job well, but also to endeavour to set straight, on English lines, all the affairs of the State to which he is accredited and with which, as I found in practice, his heart becomes bound up. This temptation was particularly acute in some of the countries where for several months members of the Relief Mission were the only accredited British representatives.

Don't take advantage of depreciating currencies - to buy souvenirs or pictures, etc.

Don't distribute relief supplies that are sent to you without giving them a good look over.

Not a word or two about the present. However, with the unquestioning backing of the Allied Civil and Military authorities, who able to take instant and far reaching decisions affecting whole nations. I'm frankly afraid that you may find yourselves handicapped by top-heaper and over-organisation. I'm just a bit terrified by seeing nowadays Committees piled on Committees and having to wade through the resulting Paper blitz. It seems to me you will be so busy reading instructions and elaborate plans as to where you are to put your foot next, that you may have no time and little initiative left in which to do your job properly.

You may not have heard an aspect of Relief which is presented in an article by Dr. Bastad, Governor of the Bank of Norway, in a new magazine, called the "Norseman". He writes:-

"Nothing prevents, at the end of the war, assistance being brought to EUROPE in a co-ordinated way and under a unified control of the purchase, finance and transport problems involved, and, of course, those responsible for the nation from the outside may find it useful to divide their activity in EUROPE into large geographically defined sections. But the bulk of the liberated nations - I am speaking more particularly of those west of RUSSIA - will certainly not submit to the direction of their national affairs being taken out of their hands under the cloak of relief, reconstruction and development administration. The present German effort to eliminate some nations bordering on GERMANY or to incorporate them in the German nation will have had, and inexorably so, the opposite effect of strengthening their nation-consciousness.

"Continental EUROPE west of RUSSIA possesses recuperative powers amply sufficient to reconstitute its wealth and productive capacity where it has been reduced as a consequence of the war, without external help, in a very few years. According to the figures at present available, the value of the supplies needed to re-stock continental EUROPE west of RUSSIA with food for six months and with

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some essential raw materials to restart home industries, is approximately the equivalent of one-tenth of the computed pre-war annual income of that part of EUROPE. Reduced to an economic problem, the relief, reconstruction and development effort will go slower in the absence of a co-ordinated international effort. But it will ever then, no doubt, be carried out somehow under the impulse of sheer self-preservation. What is today the anxious problem for each invaded nation is less to what extent war machines will devastate the country than it is to what extent the race itself will remain and remain on the soil. The Nazis have made massacres and transfers of population a part and parcel of that series of means by which they contemplate to secure German racial preponderance - and not only the political one - in EUROPE. How far will they dare to go? How long a time will the allied effort leave them to perpetrate the dispersal of nations? No one knows. But even if the end of the war finds some European nations reduced in numbers, starved, in bad health, with a low percentage of young people, to such an extent as to render the economic rehabilitation of the nation by its own means a very long business, the prevalence of such a situation would not give more validity to the thesis of a European federation. The new links would be with countries overseas."

I don't necessarily agree with everything Dr. Macfad says, but it is a view which demands careful consideration.

Perhaps you will bear with the former Director of Relief if he concludes with a few purely personal views about some aspects of the job for which you are training.

Relief, in its official aspect, is an act of reason not of charity. It just happens to combine the highest conception of self-interest with the spirit of humanity. Neither, thank God, are mutually contradictory. Relief is just as necessary after victory as armies are to attain victory. It should be organised without rigidity but with as much skill and care and planning as the campaigns which produced the need of it. For the purposes of relief, EUROPE so it seems to me, must be regarded as a whole and mainly from the prophylactic standpoint. You cannot stamp out typhus in the countries you like and let it take its vengeful course in the countries you don't like. Disease and hunger have no political frontiers. Hunger, the crying hunger of your wife and child, due to no conscious fault of theirs or your own, breaks down lifelong standards of integrity, quite regardless of nationality. You go out and cheat and steal so that they shall live. In Central EUROPE hundreds of men and women of the highest probity, who I am convinced would have died rather than steal for themselves, have told me they systematically stole and cheated for their families at the end of the last war. That's the sort of thing you will be up against in trying to restore and maintain normal order in liberated or enemy countries. In every bit of food or clothing or fuel you handle there will admittedly be politics, but if you use relief supplies primarily for politics, you will, so to speak, debase your own currency. The target for official relief

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NOTE

X These passages were in the original paper but not delivered owing to lack of time.

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Lt Col Hinckley - Secy Lt.

CIVIL AFFAIRS STAFF CENTRE

C.A./402

NOTES ON INTERNATIONAL RELIEF ORGANISATION ETC. U.S. ONLY

UNRRA - EXTRACT FROM BULLETIN OF INTERNATIONAL AFFAIRS, 10 JULY 43

Though UNRRA is to function during the war itself, both its spirit and its forms will profoundly affect that which is to follow. It has unprecedentedly extensive powers since hitherto international bodies have merely attempted to coordinate the policies of individual governments. Nevertheless UNRRA in the last resort rests on the assent of its members and the form of its activities in a liberated territory will be determined "after consultation with and with the consent of the member government".

The functions of the Administration will consist of:-

(a) To plan, co-ordinate, administer, or arrange for the administration of measures for the relief of victims of war in any area under the control of any of the United Nations.

(b) To formulate and recommend measures for individual or joint action by any or all of the member governments for the co-ordination of purchasing, the use of ships, and other procurement activities in the period following the cessation of hostilities, with a view to integrating the plans and activities of the Administration with the total movement of supplies, and for the purpose of achieving an equitable distribution of available supplies.

The precautions taken in order to overcome obstacles are contained in Article V:-

> "Each member government pledges its full support to the Administration, within the limits of its available resources and subject to the requirements of its constitutional procedure, through contributions of funds, materials, equipment, supplies and services, for use in its own, adjacent or other areas in need."

The same article reinforces these positive obligations by the important restrictive requirement that

> "all purchases by any of the member governments, made outside their own territories during the war for relief or rehabilitation purposes, shall be made only after consultation with the Director-General, and shall, so far as practicable, be carried out through the appropriate United Nations agency."

The first members of the Administration will be those United Nations which

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(b) To formulate and recommend measures [illegible] by any or all of the member governments for the co-ordination of purchasing, the use of ships, and other procurement activities in the period following the cessation of hostilities, with a view to integrating the plans and activities of the Administration with the total movement of supplies, and for the purpose of achieving an equitable distribution of available supplies.

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The same article reinforces these positive obligations by the important restrictive requirement that

> "all purchases by any of the member governments, made outside their own territories during the war for relief or rehabilitation purposes, shall be made only after consultation with the Director-General, and shall, so far as practicable, be carried out through the appropriate United Nations agency."

The first members of the Administration will be those United Nations which accept the plan but other governments may be admitted by the Council (representing all members) or, between the sessions of the Council, by the Central Committee representing CHINA, USSR, USA and UK, this power not being subject to ratification by the Council.

To ensure the freedom of action which an unknown situation may require, either a government or an "authority" may be a member of the Administration. No provision is made for withdrawal.

The Council is the "policy making organ" and many powers to be exercised by the other organs of the Administration are subject to ratification by the Council.

It is assumed that the Council will act only by a unanimous vote except in the one case of amendment, where a two-thirds vote is accepted as sufficient.

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The Central Committee of the four powers is with the Director-General, the lynch-pin of the whole plan.

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[illegible] representation on the Central Committee by states specially interested offers a bridge between the Committee and the general membership.

The Chairman of the Committee of Supplies attends the meetings of the Central Committee "at which policies affecting supplies are discussed". (Probably most meetings will have this character).

It is reported that the Chairman will be a Canadian. The government which provides the supplies will have a larger say than those which receive them.

The stipulation that the expenses of Committee members shall be borne by the governments they represent will presumably not deprive the Administration of the useful facility of appointing to Committees (and itself paying) experts who do not represent particular governments.

There will be a Committee of the Council for EUROPE and another for the FAR EAST. The membership will be as follows:-

> "The Committee of the Council for EUROPE shall consist of all the members of the Council, or their alternates, representing member governments of territories within the European area, and such other members of the Council, representing other governments directly concerned with the problems of relief and rehabilitation in the European area, as shall be appointed by the Central Committee, with the approval of the Council if it be in session and otherwise subject to its ratification. The Committee of the Council for the FAR EAST shall consist of all the members of the Council, or their alternates, representing member governments of territories within the Far Eastern area, and such other members of the Council representing other governments directly concerned with the problems of relief and rehabilitation in the Far Eastern area as shall be appointed by the Central Committee, with the approval of the Council if it be in session and otherwise subject to the Council's ratification."

The authority of the Director-General greatly exceeds that of the head of an international Secretariat. He presides over the Central Committee and will have the responsibility not only of executing the decisions of the Council and Central Committee, but of indicating the plans to be laid before the governing organs. He seems in fact to be cast for the role of active leader of the new body and not merely its servant. He will organise its staff - a difficult problem.

Like every other body based ultimately on unanimous consent, UNRRA could break down at any one of a hundred points. Happily the facts of experience bear out the fact that international administrations can work provided the countries which support them maintain their own belief both in the need for

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Like every other body based ultimately on unanimous consent, UNRRA could break down at any one of a hundred points. Happily the facts of experience bear out the fact that international administrations can work provided the countries which support them maintain their own belief both in the need for and the possibility of co-operative international action.

FAR RELIEF PLANS - EXTRACTS FROM LECTURE BY MR. J.H. CORVIN (HEAD OF TRADE RELIEF DEPARTMENT), 14 JULY 43.

There are in the Allied occupied territories of EUROPE 135 million people and there are in the enemy and satellite countries a further 153 millions. The large proportion of the Allied people who will be in need of immediate assistance and whose obsession will be food and security there will be added the difficult problem of some 20 million displaced persons. In INDIA there are 192 million people of whom at least 10%, i.e. approximately 20 millions, are likely to be in need of assistance. In the FAR EAST there are 660 million people and although conditions are very different there from those in EUROPE it would be putting it very low to assume less than 20 million will be in need of urgent relief when the war finishes there.

Relief planning entails:-

(a) The establishment of priorities for the relief supplies to be sent in: (in the first instance food products ready for consumption

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will be necessary).
(b) Medical supplies, especially to meet epidemics.
(c) Finished goods in the form of ready-made clothing, cloth, thread and needles.
(d) Indispensable raw materials for local manufacture and, at a later stage, to enable industry to be restarted to avoid serious unemployment.
(e) Seeds, fertilizers and other essential farm equipment.
(f) Fuel for domestic heat and power.
(g) The restoration of public services.

Rehabilitation may be defined as the task of restoring economic life in the countries concerned without attempting any changes in pre-war conditions.

Reconstruction, on the other hand may well imply considerable alterations and changes in economic arrangements, e.g. the long-term nutritional and agricultural programme designed to raise living standards all over the world which was recommended at the recent Food Conference at HOT SPRINGS.

The planning divides itself naturally into two stages:-

(a) The period of military responsibility for civil affairs.
(b) The period of civil control.

The military period is again divided into:-

(i) The landing period when the needs of the forces are all important and pack rations only will be available for civilians.
(ii) The period of advance by military forces when, in the military interest, attention must be given to the essential needs of the civilian population.

For period (a) those aspects of military relief in the Relief Department are the concern of SIR HUBERT YOUNG, who is engaged in frequent consultation with the staff of the Civil Affairs Authority on the relief programme of the military period.

For the later period of civilian responsibility for relief and rehabilitation the first step was taken by the Allied Governments at a meeting at St.James's Palace on 24 September 1941. The two significant paragraphs of this resolution were the following:-

(a) That it is their common aim to secure that supplies of food, raw materials and articles of prime necessity would be available for the post-war needs of the countries liberated from Nazi oppression.
(b) That while each of the Allied Governments will be primarily responsible for making provision for the economic needs of its own

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(b) That while each of the Allied Governments will be primarily responsible for making provision for the economic needs of its own peoples their respective plans would be co-ordinated in a spirit of inter-allied collaboration for the successful achievement of the common aim.

At the St James's Palace Meeting it was also decided that each Allied Government should prepare estimates of its post-war needs of food and raw materials and articles of prime necessity and indicate the order of priority in which it would wish the supplies delivered. It was recognised also that the reprovisioning of EUROPE after the war should have a prior claim on Allied shipping resources.

At the same meeting it was decided that an INTER-ALLIED COMMITTEE under the chairmanship of SIR FREDERICK LEITH ROSS, should be established to consider the collation and co-ordination of relief requirements of the occupied Allied countries. To assist the Committee an ALLIED POST-WAR REQUIREMENTS BUREAU was established by the British Government to provide secretarial and technical assistance for the Committee and to work in close consultation with the Allied Governments, examining their estimates and assisting in their preparation. A seat is reserved in the Committee for RUSSIA and the Soviet

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Government receives copies of all the committees' minutes and papers. The Bureau is at present a section of the Board of Trade Post-War Relief Department. The countries represented in the Inter-Allied Committee, besides GREAT BRITAIN and the DOMINIONS are USA, BELGIUM, CZECHOSLOVAKIA, GREECE, LUXEMBURG, THE NETHERLANDS, NORWAY, POLAND and YUGOSLAVIA. The committee includes representatives of INDIA and CHINA and an observer from the Brazilian Government.

Relief supplies for the enemy or enemy controlled countries are not a concern of the COMMITTEE, nor is the co-ordination of programmes for neutral countries. The function of the BUREAU is solely that of the requirements of the Allied territories in EUROPE.

The purpose of the Committee is two-fold: to prepare plans for the relief of distress and the combating of disease and to restore economic life in the occupied countries as soon as they are liberated. The Committee meets at comparatively infrequent intervals and settles questions of policy. The working out of detailed proposals is delegated to a COMMITTEE ON THE CO-ORDINATION OF ESTIMATES OF REQUIREMENTS, to TECHNICAL ADVISORY COMMITTEES and to a number of COMMODITY COMMITTEES, assisted on the technical side by COMMODITY PANELS consisting of qualified specialists.

The main working committees of the Inter-Allied Committee deal with:-

(a) Agriculture.
(b) Medical supplies.
(c) Nutrition.
(d) Transport.
(e) Displaced Populations.

THE NUTRITION COMMITTEE, under the chairmanship of MR. PENROSE, economic adviser to the American Embassy, has sought to establish a common yardstick for the measurement of foodstuff requirements for all the Allied countries. This has been worked out on an energy requirement of 2000 calories a day for the emergency period and 2650 calories for the first six months after liberation. THE MEDICAL SUPPLIES COMMITTEE, chairman DR. MACKENZIE, has prepared a basic list of 59 drugs to be packed in units suitable to be sent to any countries which may first be liberated. It has recommended that stocks be prepared for 20 million people, the drugs including only those needed in order to save and maintain life. For a later period a wider list of stocks for 30 million people is envisaged.

THE AGRICULTURAL COMMITTEE, under the chairmanship of SIR JOHN RUSSELL, has estimated that there will be a shortage of seeds, including potatoes, cereals, pasture and vegetable seeds, of rather over a million tons. The Committee has also recommended a livestock recovery programme and regulation of the [illegible] cattle. Other recommendations include artificial

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THE INLAND TRANSPORT COMMITTEE, chairman PROF. TINBERGEN, is estimating the needs for repairs and replacements at ports and railways, embracing rail, road, water and air, and recommends the setting up of an INTER-EUROPEAN RELIEF TRANSPORT ORGANIZATION, to be established after the military relinquish responsibility for relief. It is interesting to note that the estimated relief requirements by the European Allies for the first six months of the civilian period is 45 million tons of which 25½ million tons will need shipping mainly from overseas - 9½ million tons being from NORTH AMERICA.

The inland transport systems of the European Allied countries are estimated to have carried 315 million tons of goods traffic in the six pre-war months whilst the German transport system, which in a large measure acted as a transit system for Allied countries, carried a further 364 millions of goods during the period.

THE DISPLACED POPULATIONS COMMITTEE, chairman SIR MICHAEL PEACOCK, is

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studying the feeding, transport and accomodation of the people to be repatriated. The committee expect to have to deal with 3 million people who will wish to return to POLAND; over 1 million French prisoners of war and civilian workers are in enemy countries. It is estimated that there are in GERMANY some 6½ million prisoners of war and workers from occupied countries.

The BUREAU is in touch with other British Departments, the COMBINED BOARDS, the MIDDLE EAST SUPPLY CENTRE and similar agencies, either directly through experts and other representatives of British Departments on the various committees and sub-committees or on matters of policy through the Board of Trade Relief Department and the OFFICIAL COMMITTEE ON POST-WAR COMMODITY POLICY AND RELIEF.

At the INTERNATIONAL WHEAT CONFERENCE held in the summer of 1942 in the UNITED STATES it was agreed that a pool of wheat should be created for relief purposes. CANADA, the UNITED STATES and the UNITED KINGDOM promised a total of 100 million bushels and it is likely that further contributions will be made by the four main producing countries - ARGENTINE, AUSTRALIA as well as CANADA and UNITED STATES. Though the UNITED KINGDOM has no reserves of food for such a purpose and the building up of stocks must rest with the large producing countries, MR. EDEN emphasised in December 1942 that this country is determined to do what it can to help.

OFFRO In the UNITED STATES a parallel organization to the RELIEF DEPARTMENT OF THE BOARD OF TRADE is established under the name of OFFICE OF FOREIGN RELIEF AND REHABILITATION ORGANIZATION,(director MR. HERBERT LEHMAN), of which a representative is present at the BUREAU. This organization is making plans for the training and recruiting of staff.

Apart from the important questions of requirements, supplies and finance, there remains the provision of services in the relief field. The voluntary organizations will be looked to to provide valuable help. Already a COUNCIL OF BRITISH SOCIETIES FOR RELIEF ABROAD has been formed under the chairmanship of SIR WILLIAM GOODE. The UNITED STATES plans are being made to give scope to the work of the AMERICAN RED CROSS and other organizations there.

UNRRA The executive side of relief administration is more important from the present point of view. The UNITED STATES Government proposes to entrust complete executive authority in the hands of one man, the Director-General, appointed by the COUNCIL, probably GOVERNOR HERBERT LEHMAN, the present director of OFFRO, who will apparently combine the duties. Under him will be Deputy Directors General, possibly on a regional basis or on a functional basis (possibly both). Thus within a given region, such as the European Continent, UNRRA would be represented by two or three highly placed officials in whose hands the execution of the settled policy of the Administration will be placed.

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The Administration is expected to operate on the European Continent when the military command decides that at least in respect of relief affairs civil authorities may step in and take over the work. Working in close conjunction with the national authorities of the territory concerned UNRRA will have in readiness estimates of requirements for these territories and will have a prior claim upon the supplies of goods assembled to meet emergency needs such as relief. Goods destined for relief will be taken over by UNRRA on arrival at the ports, following close liaison between the shipping authorities and military regarding overseas transport and handling at the ports. Financial discussions will of course proceed among Governments and no doubt provisional solutions will be considered by the forthcoming Relief Conference to be held in UNITED STATES.

UNRRA's chief function will commence after relief supplies have been received at ports, for it will then have to undertake the transport of the supplies inland, the building of the necessary stocks at suitable points for local distribution and to see that supplies are provided to supplement the most serious deficiencies in the supplies available to the local populations.

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It will clearly be UNRRA's function to make the fullest use of the local personnel qualified for the work, reserving the power to supervise and control the detailed operations. It is hoped that the recruitment of personnel, or a considerable measure of it, will already have been undertaken during the military period so that UNRRA will be able to depend on the services of those already employed.

It is anticipated that as an international authority UNRRA will be in a better position to undertake the work of rehabilitation than a national authority. It is envisaged that UNRRA will be charged by its constitution with formulating and recommending to the governments proposals regarding the co-ordination of their efforts as a first step towards reconstruction.

Many of the activities in which UNRRA will be immediately engaged will necessarily have both a relief aspect and a rehabilitation aspect. In other words, while there will be an immediate job to be done such as the restarting of a critically important industry or for the temporary re-housing of homeless persons, many of these tasks will determine in some measure the action that should be taken subsequently towards a long-term settlement.

July 43
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C.A.L.

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Lt Col Hildesley Smith

CIVIL AFFAIRS STAFF CENTRE.

SECRET. CA/T/128.

SUMMARY OF LECTURE ON THE GENERAL ORGANISATION OF CIVIL RELIEF BY SIR F. LEITH-ROSS C.B.E.M.C.
25TH MARCH, 1943.

I understand that you wish to have some description of the general organisation of Civil Relief, as a background for your studies. There are many aspects of the problem which depend on the policies not only of H.M. Government but of other Governments; and as these policies are far from settled, the arrangements eventually made may differ a good deal from that we are aiming at achieving. My statement, therefore, should be taken as subject to this general qualification.

DEFINITION OF RELIEF.

Inside a country, the term is normally associated with Poor Relief, Soup Kitchens, Bread lines and Charity generally. In the international sphere, Relief in this sense certainly plays a part. But the problem we have to face is much more complicated. Some nations will certainly be dependent on international charity, while others will be able to pay for their needs. But this does not mean that all the people in the poorer countries must get supplies free and that all the people in the wealthier countries can pay for their supplies. Wherever possible, the actual recipients should pay what they can in their local currency for what they get. That is one qualification of the usual meaning of Relief. But, apart from this, international relief should not aim merely at averting famine. Relief is the first step in reconstruction and if it fails to reconstruct, it is a wasteful form of charity. It is obviously wiser, and more humane, for instance, to provide some relief in the form of food and some in the form of seeds and fertilisers which will enable a country to grow its own food next year than to provide food two years in succession. But what is true of fertilisers is true of any raw materials that will enable a country to manufacture what is indispensable to its economy. What we have to aim at is the restocking of the countries devastated by the war so that they can restart normal social and economic life. The Americans tend to cover the meaning by the term "Relief and Rehabilitation", which is as good an expression as I know of.

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POST-WAR RELIEF 1919-20.

During the last war, no preparations were made in advance to organise post-war relief. It is a story of inadequate measures hastily improvised, started too late and ended too quickly, without any close international co-operation and on a financial basis which proved utterly unsubstantial.. Many of the economic and financial difficulties of the inter-war period developed out of the inadequacy of the arrangements made during the Relief period.

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THE PRESENT POSITION.

Both the British and the United States Governments have explicitly announced that better arrangements are to be made this time. But the situation after the present war is bound to be considerably worse than in 1918. The situation that may face us if the war continues much longer is an appalling one and if effective action cannot be taken quickly, after the war, to relieve distress and suffering, there is a grave risk of a general collapse of social order in many parts of EUROPE.

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ESTIMATES OF REQUIREMENTS.

The first step in trying to organise action in
of probable requirements. A meeting of the
took place at St. James Palace in September,
resolution was adopted providing that each
Governments should prepare estimates of
in food, raw materials and articles of
indicate the priority in which they desired
be delivered. The first thing needed will,
the right sort of food if possible, but if
But food is only the first need. Medical
soap and blankets, clothing and boots will
as food. Shipping from overseas and
will have to be organised and the necessary
working order. Moreover, the countries of
supported even at relief levels by imports
agricultural and manufacturing industries
revived, both to relieve shipping and to
capacity and at the same time to prevent
those countries to become self-supporting.
fertilizers and raw materials must be
possible. Fuel, both coal and oil, will be
civil population and for industries.

SUPPLIES

The estimates of requirements in each
extent be gross work. They are being built
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estimates without supplies. Already it is
mode of these countries will be on a scale
capacity of world production to meet.

The committee is grappling with the new
to meet, order and cook as rations for
problems real as regards materials. There
committees for relief, but they are mostly
must shortage of the most essential
rent, fuel, etc. at the end of the war
to be left to the free play of supply and
to be a very dangerous business, even

these countries to become self-supporting. Agricultural fertilisers and raw materials must be supplied as soon as possible. Fuel, both coal and oil, will be needed both for the civil population and for industries.

SUPPLIES

The estimates of requirements in each category must to some extent be guess work. They are being built up on the statistics of pre-war imports, modified by reference to any known changes in the economic situation, and scaled down, on uniform lines, e.g. on the basis of British rationing, where this is appropriate. These estimates are, however, merely a basis for planning and what the Allied Governments want to know is how supplies are to be provided. As one Government said, supplies without estimates will be more useful than estimates without supplies. Already it is clear that the total needs of these countries will be on a scale which will tax the capacity of world production to fulfil.

The commodities in surplus supply are now practically limited, to wheat, coffee and cocoa as regards foodstuffs, and cotton and perhaps wool as regards raw materials. These are very important commodities for relief but they are mostly bulky and there is a great shortage of the most essential concentrated foods such as meat, fats, milk etc. At the end of the war, if the markets are to be left to the free play of supply and demand, there is likely to be a very sharp increase in prices, even more marked than there was after the last war, with a feverish scramble for goods on the part of all the countries which have been kept short during the past years, and it is the general feeling that for some time at any rate, international control of supplies will be needed to ensure their fair allocation. Something of this kind has been necessary during the war and machinery has been built up in WASHINGTON and LONDON to ensure control of the supplies available and to secure their distribution according to needs. This machinery is in the hands of what are known as the Combined Boards. This Anglo-American machinery has worked very well in sifting-out supply difficulties during the war, but it may need considerable adaptation to meet the rather different conditions which will prevail after the war.

Whatever machinery is adopted, the problems of securing adequate supplies of many commodities will be an acute one.

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SHIPPING.

Supplies, however, must not merely be found; they must be shipped to the places where they are needed, and of all commodities shipping is likely to be one of the scarcest, at any rate for some period after the war. The Ministry of War Transport has the question under consideration, but owing to the pressure of their war time preoccupations and the difficulty of estimating either the tonnage likely to be available after the war or the demands that will have to be met for the Armed Forces, no definite plan has yet been worked out.

FINANCE.

Some sort of financial balance sheet will have to be drawn up showing what each country needs and what its resources are and how far these resources can properly be drawn upon to finance supplies. Undoubtedly, however, there will be a number of countries, particularly in Eastern EUROPE, which will have few or no resources and whose rehabilitation will depend on the possibility of their getting supplies free or at any rate on very favourable credit terms. Up to the present the only arrangement which has been made has been the creation of a relief pool of wheat. This was decided at a meeting of the International Wheat Committee in WASHINGTON last year, when it was agreed that in the first instance the UNITED STATES, CANADA and the UNITED KINGDOM should make available 100 million bushels of wheat for relief purposes and that further supplies of wheat should be made available as and when necessary by the four main wheat exporting countries, i.e. UNITED STATES, CANADA, ARGENTINE and AUSTRALIA. It will be much more of a problem to secure supplies of such commodities as meats and fats which are in short supply, and if this is to be done, a much greater degree of international collaboration will be needed than anything which has been done in the past. At the same time it clearly needs to be done not merely as a matter of humanity nor as a matter of duty as between Allies, but as a matter of self interest. Neither we nor any other country can hope to rebuild our prosperity if our former customers are to be left ruined and destitute. And it would most definitely help to encourage resistance in the occupied territories if the people could be assured that joint action by the Allied Governments would be taken to set them on their feet again.

DISTRIBUTION.

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or no resources and whose rehabilitation will depend on the possibility of their getting supplies free or at any rate on very favourable credit terms. Up to the present the only arrangement which has been made has been the creation of a relief pool of wheat. This was decided at a meeting of the International Wheat Committee in WASHINGTON last year, when it was agreed that in the first instance the UNITED STATES, CANADA and the UNITED KINGDOM should make available 100 million bushels of wheat for relief purposes and that further supplies of wheat should be made available as and when necessary by the four main wheat exporting countries, i.e. UNITED STATES, CANADA, ARGENTINE and AUSTRALIA. It will be much more of a problem to secure supplies of such commodities as meats and fats which are in short supply, and if this is to be done, a much greater degree of international collaboration will be needed than anything which has been done in the past. At the same time it clearly needs to be done not merely as a matter of humanity nor as a matter of duty as between Allies, but as a matter of self interest. Neither we nor any other country can hope to rebuild our prosperity if our former customers are to be left ruined and destitute. And it would most definitely help to encourage resistance in the occupied territories if the people could be assured that joint action by the Allied Governments would be taken to set them on their feet again.

DISTRIBUTION.

Where Democratic Governments can be set-up which have the support of their peoples, as I should hope would be the case in countries like NORWAY, HOLLAND and BELGIUM, the distribution arrangements should be left as far as possible to the Government of the country using its own machinery in each town and district, and in such cases any relief organisation will only need to appoint comparatively small but well qualified missions to supervise the arrangements and to report as to their adequacy. In other countries, however, the Governmental machinery may not be so easy to recreate and the relief organisation may then have to go much further in controlling distribution. But even in these areas the fullest use should be made of the local system of distribution: Municipal and Village Authorities, Trade Unions, Co-operatives etc. It will not be practicable even if it were advisable to undertake the detailed work of distribution by means of American or British officials however well manned. There may be black areas where special organisations will be needed both to provide emergency food and medical treatment, and where voluntary organisations with trained personnel may be welcome. But in the main the distribution of supplies must be organised in collaboration with the local Governmental and Municipal Authorities.

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ORGANISATION OF SERVICES.

Apart from the machinery of distribution, it will be necessary to organise various services. For example, the movement of supplies will be dependent on the working of the ports and railways throughout EUROPE, and a transport organisation on an international basis will clearly be necessary to ensure this. The military authorities will obviously have to control transport in military theatres and close co-ordination will be necessary between military transport authorities and the civil authorities dealing with civilian supplies. It will also be necessary to organise medical and public health services and make all possible arrangements for the treatment of disease. At the first stage, civilian casualties may have to be dealt with on a large scale: water supplies may be contaminated and will have to be purified. But as things settle down, further medical needs will have to be met. There is considerable apprehension in medical circles that the conditions of war in EUROPE will breed serious epidemics and one of the first essentials after the liberation of any occupied territory, will be to set up effective measures to control health and to prevent the spread of typhus, malaria and tuberculosis and other diseases which are rapidly spreading in EUROPE. Another problem will be that of Refugees. An organisation will be needed to arrange the return to their homes of many millions of people who have been expatriated during the war, whether prisoners of war, forced labourers or actual war refugees. It is estimated that some 30 million people throughout EUROPE have thus to be repatriated. They will have to be collected into camps, sorted out and moved back to their homes under proper supervision.

U.N.R.R.A.

It is quite clear that the problems which I have sketched out are such that they cannot be handled by private charitable action. We in the UNITED KINGDOM can obviously do very little to help in regard, at any rate, to the primary foodstuffs and the main supplies must come from the UNITED STATES, the BRITISH DOMINIONS overseas and the SOUTH AMERICAN countries. Each of these countries will be more ready to contribute what it can to the solution of the problem if it is asked to play its part in a joint international organisation. Discussions are proceeding at present with the UNITED STATES and with some of the principal Allied Governments with a view to the constitution of an International Relief and Rehabilitation Administration. This Administration would consist of a political and an executive organisation, viz.

(a) A council on which all the Governments concerned would be represented, with various committees of Governmental

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(a) a council on which all the Governments concerned would be represented, with various committees of Governmental representatives to settle policy, and

(b) an executive organisation under a Director General, with the appropriate staff, who would be responsible for actual operations.

RELATIONS BETWEEN CIVIL AND MILITARY ORGANISATIONS.

The above description of the post-war Relief plans on which I have been engaged relate to a period when military operations have completely ceased in any area and a civil organisation has been given responsibility for looking after the needs of the civil population. At the first stage, when a country is still the scene of military operations, supplies for the civil population must be the responsibility of the Military Commander. It will be necessary as a matter of military security to do what is possible for the civilians in such areas, but the task of the military will be relatively simple. During the period of military responsibility, the civilian population will have to be content with whatever

/supplies can be made

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supplies can be made available for them. The precise relationship between the military and civil responsibilities and the transition between them cannot be very clearly defined at present. Military and civil relief organisations may be operating in adjoining areas. There may also be a period in which a civil organisation is called in to organise supplies for the civilian population under a general military control, as is happening in NORTH AFRICA. One thing that is certain is that the military and civil arrangements for dealing with civilian needs must be closely co-ordinated and dovetailed together so that if and when the military decide to turn over responsibility to the civil authorities the machinery can be switched into a different gear without breaking down.

One of the most difficult problems in this connection is the question of supplies for enemy countries. This will clearly be a military responsibility, but the allocation of supplies to enemy countries as compared with those to the Allied Countries and the terms on which the supplies should be provided to enemy countries raise some very thorny problems.

6th April, 1942.

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MT.

Dr. Courtenay Latimer.

CIVIL AFFAIRS STAFF CENTRE.

CA/M5/290

PRACTICAL RELIEF WORK

Summary of a talk by Dr. AUDREY RUSSELL ELLIS to Public Welfare Study Group on 21 May 1943.

1. INTRODUCTORY.

Experience in (a) Spain during Civil War 1937-39

(b) France 1940 - refugees from ALSACE, BELGIUM and HOLLAND.

Conditions may vary in the future but some general considerations will apply.

2. GENERAL.

(a) Three zones: (i) Actual fighting;
(ii) military L of C - disruption of civilian life, refugees.
(iii) comparative stability - dislocation of services, but food distribution, cooking, etc. possible.

Main problems arise in zones (ii) and beginning of (iii).

(b) Two classes of people needing relief:

(i) Devastated area: people in own homes or surroundings. They cling to remnants of possessions, adjustment rapid, quickly resume normal life, still have "roots", and some form of organisation.

(ii) Refugee Camp: people completely uprooted, no possessions, disheartened, without organisation or leaders. Fact of confinement antagonises them against camp administration; anxiety to see relatives, apathy. Need for patience, tact, sympathy.

3. ADMINISTRATION.

First steps most important - foundations on which all subsequent relief or reconstruction work are based. Initial organisation can make refugee either into a helpless recipient of food and clothing (true "victim" of relief) or into a self-reliant, disciplined member of a naturally resurgent community.

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Refugees are not helpless sheep; great mistake to enforce discipline without revealing plans. Refugees will co-operate if asked - many are women actuated by instinct to protect family and not amenable to discipline. Administrator must gain confidence:

(a) break camp into small units each with elected representative on a governing committee working under administration.

(b) loudspeakers to explain plans, give information, prevent rumours.

4. IDEAL CAMPS.

5,000 subdivided into sections of 1,000.

Committees of 10, one per 100 persons; through these orders passed down and information passed up. In a devastated area or village a similar system can replace or reinforce local government.

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French camps of 80,000 or 120,000 Spanish were quite unworkable; no organisation, apathy, disease, revolt.

5./...

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5. RECEPTION AND ORGANISATION.

(a) Food. The first essential - issue milk and biscuit at least - no restriction or ration coupons first day.

(b) Information. Loudspeakers to tell them what is happening.

(c) Registration. Draft into confined space for registration, medical inspection; families together, parents to have details of names, place of origin, etc. Then pass through runways (one per 1,000) to receive registration cards which are also emergency ration cards for food, clothing, blankets, soap, etc. Register labour also.

(d) Organisation. Not more than 500 in family groups - essential not to split families. Unattached people in separate huts but same camps. Medical post, water, latrines, baths, canteen, food centre, nursery hut, women's rest room, information bureau, school, sewing room, workshop, etc. Orphans and lone children in colonies of 30 or less away from main camp. Epileptics, blind, aged, etc. - special provision if possible.

6. FOOD.

Balanced diets and cooking not feasible - importance of simple ready-to-eat ration. Calories more important than vitamins or medical attention. After long undernourishment a few days' starvation will kill children at once.

(a) Emergency Ration:

Dried Milk	100 grams	-	470	calories
Biscuit - Wholemeal flour	150 "	-	540	"
Dried milk	100 "	-	470	"
Fat	15 "	-	135	"
Sugar	25 "	-	100	"
	390 "		1720	"

Such biscuits about 2 oz. each, 5 to a packet. If no water, evaporated milk better than condensed (200 grams = 430 calories).

Add 30 grams cheese or chocolate if possible. 3,500 such rations per ton dead weight.

(b) Feeding.

(i) Canteens. Most economical and efficient but requires equipment and staff; unpopular - families prefer family cookpot.

(ii) Individual Cooking - issue of dry rations. Wastes fuel and food but decentralises responsibility; only a mother will take the extra little bit of trouble that may mean life or death to a child.

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(c) Normal Ration.

(i) When possible normal ration might be: milk (dried, evaporated), lard, sugar, vegetables, canned meat or fish, cheese, dried egg, wholemeal flour.

(ii) Soap must also be issued.

(iii) Milk for children, invalids, expectant mothers.
Group of 10,000 people would have (3,000 children 0 - 16
(200 expectant or nursing mothers.
(1,200 invalids.
Not more than 200 infants at bottle stage.
If possible organise Milk Kitchens: dried milk, sterilized bottles (sterilization prevents great scourge of gastro-enteritis). If sterilization impossible it is better to decentralise and let each mother make up her own feeds - infection will then kill only one family and not the whole camp.

Dried Milk/...

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Dried Milk 100 grms made up to 800 cc with water.
Evaporated Milk 200 grms diluted to 800 cc with water.
Condensed Milk 200 grms diluted to 800 cc but it is too sweet for children (fermentative diarrhoea).

(iv) Childrens Needs about 30 calories per lb. body weight. Child cannot take more than 500 calories (about 800 cc) as milk - needs solids after that.

7. WOMEN - SPECIAL SERVICES.

Sanitary post - rest room - babies' napkin service.

Maternity service - midwives to register. Average births in 10,000 people are 17 a month - one midwife with untrained help can deal with this. Maternity unit of 6 beds per 10,000 people - apart from main camp. Hostel for other children of expectant mothers, to set their minds at rest.

8. CHILDREN - SPECIAL SERVICES.

Medical service at different times from adults - say 0900 and 1700 hrs.

9. INFORMATION.

(a) Loudspeaker. The prop and stay of relief administration. Get administration and people in touch as much as possible - explain every order in advance.

(b) Brief Announcements. Every hour. DO NOT have continuous music, etc.

(c) World News. Not too much - refugees and homeless are interested mainly in themselves, relatives, surroundings.

(d) Information Bureau in every camp section - postal service, stationery.

10. OCCUPATION.

All tradesmen back to own jobs as soon as possible. Sewing centres, schools, workshops (shoes from old tyres, etc.), sports, concerts, etc.

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11. PERSONNEL.

The fewer foreigners the better - use local people. Foreign personnel must know language and customs thoroughly; no amount of goodwill can offset muddle, delay, suspicion caused by lack of understanding of people. In CATALONIA 7 foreigners dealt with 137,000 refugees. Apart from "police", need for administrator, secretary, 3 doctors, QM, sanitary expert, transport officer, education officer in a camp of 10,000.

26 May 43.
BC.

1730

C.J.H.

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CIVIL AFFAIRS STAFF CENTRE

CA/P/64

HEADINGS OF LECTURE BY MR. C.T. MILNE.
MINISTRY OF HEALTH.
SATURDAY, 20 MARCH, 1943.

Care of Homeless Persons and Refugees

I The Needs of the Homeless

(1) Immediate — Food, shelter, rest, clothing, medical attention.

(2) Subsequent — New home, furniture, replacement of lost documents, ready money, infn.

II Rest Centre Organisation.

(1) Responsible Local Authorities
(2) Buildings and Equipment
(3) Staffing
(4) Operation
(5) Clearance

III Billeting and Rehousing

(1) Responsible Local Authorities
(2) Powers - (a) Billeting
(b) Requisitioning
(3) Organisation and Staffing.

IV Information and Help

(1) Chief needs, and the agencies providing for them.
(2) Advantages of Centralised Information Bureaux
(3) The Administrative Centre, concentrating all services.
(4) Information in Rest Centres
(5) Mobile Information Units

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16 Mar 43
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CIVIL AFFAIRS STAFF CENTRE. CA/P/S5.

SUMMARY OF LECTURE BY MR. C.E. MILNE

We made large preparations for dealing with casualties, when air raids started, but the provision made for the homeless was on a much smaller scale. The number of homeless people, however, was far in excess of anything we had imagined, while casualties were comparatively few.

In this country under blitz conditions or Europe under invasion conditions, I estimate the basic needs of the homeless person and the refugee as:-

Shelter
Food
Rest
Clothing
A certain amount of medical attention - apart from those injured, and hospital cases.

After these, there are other needs not quite so urgent: before he can be re-established, the bombed-out man needs a new home furnished and equipped. He needs ready money. In this country no-one can go on living without a pocketful of documents - ration books, registration card, etc. These all have to be replaced. Further, the bombed-out man has rights to all kinds of compensation - damage to house, and possibly himself.

REST CENTRE.

The key to the whole thing is the Rest Centre. Provides the person with shelter and food for a day. There are something like 11,000 all over the country. Their object is to shelter 2% of the population.

The first thing you need is a suitable building. Essentials for this:

Should provide good cover,
Be reasonably warm and comfortable,
Must have a supply of water of some kind,
If possible, cooking facilities,
Lavatory accommodation,
Provision for washing.

Equpt: The first essential is blankets. Mattresses, bunks and beds are not common.

Feeding: Most of the Rest Centres are schools etc. and have rest-

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REST CENTRE.

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The first thing you need is a suitable building. Essentials for this:

Should provide good cover,
Be reasonably warm and comfortable,
Must have a supply of water of some kind,
If possible, cooking facilities,
Lavatory accommodation,
Provision for washing.

Kept: The first essential is blankets. Mattresses, bunks and beds are not common.

Feeding: Most of the Rest Centres are schools etc. and have kept for cooking for large numbers. Where the Rest Centre cannot cook on that scale, we have some elementary provision such as oil stoves, etc. on which we can make tea and soups - not provide a full diet, but just the essentials.

Heating, lighting and first aid kept, basins for washing, soap, towels, and all sorts of odds and ends, for instance, babies' napkins and sanitary towels are also essentials. Kept that relies on gas, electricity, water, etc. cannot be wholly relied on in a blitz, so for heating you must have solid fuel or oil as a reserve; for lighting, hurricane lamps; for water, reserve tanks in case the top supply fails.

STAFFING THE CENTRES.

County Rest Centres have staffs of people experienced in looking after the indigent and who take responsibility for organising the Rest Centres, but the bulk of the staff are unpaid volunteers who will turn out on the Alert and go to these Rest Centres. The churches, school teachers, etc. co-operate. The staffs work in shifts, as the Rest Centre may be open for a week or so. If 10 people run a Rest Centre for a day, you need 30 people on the roll. There should be specialists in cooking, cleaning, nursing, etc.

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...ARRANGEMENTS FOR GETTING THE REST CENTRES GOING WITH MORE ...

The Warden call the area and get the homeless people to t...
Centre. As in the first requisite, clear the people are pu...

Afterwards it is essential to register every person who come...
Rest Centre, taking down name, address and occupation, why h...
whether he has been wounded, or is neither he was only f...
When registered, the next step is to arrange to clear the Rest...
You may get another raid next night, and another influx of peo...
to clear if possible on the day following the raid. In case o...
this, people may have to be evacuated to the country. For this ...
needs the co-operation with surrounding authorities.

In clearing the Rest Centre, it is important that the Rest Centre ...
authority should have close link-up with the local authorities ...
clothing and re-housing, for instance, in a County area, Counc...
in a District area, District authorities.

BILLETING.

It is in connection with re-housing that registration is so im...
When billeting, do not send people away who are essential work...
and women and children are to be evacuated to the country. ...
Billeting needs a large amount of organisation, and staff, parti...
has, in addition to about 30 or 40 Government officials, 400 v...
billeting offers, and at the height of the blitz they needed ...
each voluntary worker is dealing not only with an average of ...
homes, so find out to what extent, withdrawals or billets ...

INFORMATION BUREAU.

Some of this work is done before the alleviation. It is a bewild...
has to go to different offices for names, ration cards and ...
kind, he would have a long walk. In the early stages, there ...
people from these offices to that one. Different ...
very quickly set up both here in both town, so that relatives ...
be obtained.

ADMINISTRATIVE STAFF.

The Rest Centre Officer ought, as we said in our Memorandum ...
which will be the Centre Executive; at this Centre, representa...
all Departments concerned with the welfare of the homeless ...
ought to work under the Rest Centre Officer. In a large ...
...

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Billeting.

It is in connection with re-housing that registration is so important. When billeting, do not send people away who are essential workers. Only send women and children and others who do not need to stay behind. Billeting needs a large amount of org and staff. Liverpool, for example has, in addition to about 30 or 40 Government officials, 400 voluntary billeting offrs, and at the height of the blitz they needed them all. Much voluntary work is done in adv, such as surveys of streets and houses, to find out to what extent inhabitants are willing to take refugees.

INFORMATION BUREAU.

Some of this work is done before the billeting. If a bombed-out person had to go to different offices for money, ration cards and info of all kinds, he would have a long walk. In the early Blitzes, thousands were tramping from place to place, trying to find out different things. So we very quickly set up Info Bureaux in each town, at which reliable info could be obtained.

ADMINISTRATIVE CENTRES.

The Info Bureaux did not go far enough, so we set up Adm Centres, at which you got the things themselves; at this Centre, representatives of all Departments coped with the various difficulties. The homeless man merely had to walk round the Adm Centre and get everything settled on the spot. In a large town there are local representatives of the important government departments, and local authorities who can spare their staff. But in a small village you just cannot lay on all these services in one place. We have solved this to some extent by organising Mobile Advice Bureaux which will go anywhere, will be staffed with people ready to give all answers, and work with the local authorities in providing the post-raid needs.

The Searchers Service is one of the most important functions of these Centres. They find out the particulars of lost persons and go out and search for them, first to the street where they live, then in hospitals and other rest centres. Local authorities should also org some sort of index of people. Copies are kept of casualty list.

There should always be an Info Offr at Rest Centres to satisfy immediate enquiries.

Mobile Information Units are very useful for dealing with self-evacuated people. If you get a concentration of people where the services are not good, it is extremely useful to have mobile teams of workers who are prepared more or less to go anywhere.

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As well as those notable tasks of voluntary workers, we have an org by which any town can help any other town. When Bath was raided, a great deal of help was got from Bristol and from Gloucester.

CONCLUSION.

You will find nothing like the same conditions, you women, capt, staff, etc. The job is one you will just have to do yourselves.

Let me repeat. A couple of blankets and a cup of tea per head, and you have the essential requirements for your Rest Centre.

23 Mar 43.
JGH.

CIVIL AFFAIRS STAFF CENTRE

WELFARE II

G4/306

GENERAL WELFARE

1. GENERAL WELFARE

The subject covers longer term activities but includes preparation for emergencies such as refugee movements, care of air raid victims and, from a non-medical point of view, outbreaks of disease.

2. IMPORTANCE

Still of great importance though at a later stage other branches of Civil Affairs enter the picture.

3. OBJECTS

(a) To protect military commanders and staffs from worries concerning civil matters and to assist in the solutions of problems concerning movements, concentrations, health and general requirements of the civil population.

(b) To assist in the maintenance of law and order and the control of civilians.

(c) To keep up the morale of civil populations.

(d) To prevent the outbreak and spread of disease, particularly where it affects troops and civilian workers employed by the military.

(e) To assist in the restoration of normal war-time conditions.

(f) In general to ensure the cooperation of civil populations and to remove as soon, and as much, as possible their dependence on the efforts of others.

4. FUNCTIONS

(a) Distribution of food and, where available, clothing.

(b) Organization of refugee camps, children's hostels, rest camps [illegible] and provision for the

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(f) In general to ensure the cooperation of civil populations and to remove as soon, and as much, as possible their dependence on the efforts of others.

4. FUNCTIONS

(a) Distribution of food and, where available, clothing.

(b) Organization of refugee camps, children's hostels, rest camps for air raid victims, communal kitchens and provision for the handicapped. The word "camps" must be interpreted loosely.

(c) Restoration of hospitals and medical and maternity services, organizing supplies of drugs and other medical supplies.

(d) Coordination of relief and welfare efforts of voluntary bodies, local authorities and international organizations, (e.g. UNRRA).

(e) Provision of education and occupation.

5. REFUGEE CAMPS

A few points to remember.

The morale of refugee camps is always lower than in reoccupied devastated areas. Camps should not contain more than 5,000 persons. These should be subdivided into, say, thousands, and again into hundreds, each under an elected leader. Family camps are conducive

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to remain running. Camps must be as far as possible self supporting as regards labour and all persons capable of work must be found occupation. Communal cooking, though more economical in fuel, is not popular with the refugees who prefer to do their own cooking. Loud-speakers are invaluable in refugee centres. Notices, a certain amount of news, instructions and a little "education" should be broadcast at intervals. Entertainment only at certain times. As soon as possible registration for employment should be undertaken. Registration of expectant and nursing mothers, also midwives. (Average number of births per 10,000 persons 200 per annum. One midwife can deal with this if she has trained or semi-trained help). A maternity unit with six beds per 10,000 persons should be organized, together with a children's hostel for the children of occupants, so that the latter may know their children are being looked after. The hostel should be looked after by unattended women, as should groups of children unaccompanied by parents. This is preferable to attaching children to families. An information bureau, in touch with the registration system, and administered with tact and understanding, as essential to prevent vagrancy. As few "foreigners" as possible should be seen about the camp, unless they have exceptional knowledge of the language and customs of the people.

6. CLOTHING AND COMFORTS

Here the presence of a "Foreigner" is of great assistance, giving moral support to those distributing and regulating distribution. Clothing must be sorted out according to sizes and types before the refugees are admitted. It is impossible to satisfy everyone but a certain amount of interest, taking down of names, mention of probable later consignments, etc., works wonders. Issue of clothing must be entered in ration book or other suitable form. If an exact control is not possible, the recipients of relief must be made to think that such control exists. Issue of soap is very important.

7. RELIEF WORKERS

Must not consider that they themselves are giving relief but only administering its distribution. Any tendency to favouritism must be avoided, however difficult this may be. It must be remembered that for those who have lost everything, the smallest possession, a cup or a piece of cloth, means a great deal. The

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Individual cases must not be allowed to influence one's sense of proportion. Finally, don't ever forget that the military effort is paramount and that you are an officer on the military staff. Also that you cannot possibly do more than a fraction of the work yourself and that your own tact and understanding must be to a great extent at the disposal of those who are doing the work.

Jun 43
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CIVIL AFFAIRS STAFF CENTRE.

RESUME OF LECTURE ON SOCIAL WELFARE

by Miss Aves & Miss Crowe.

CA/T/46

Monday 8th March.

1. INTRODUCTION.

We have been asked to deal especially with matters relating to certain special groups, notably children, old people and the handicapped etc. We are very conscious how limited our experience of emergency work in this country is. Even in the most difficult times, and when raids were coming thick and fast upon the population, we could always depend upon reasonable transport facilities, and so on. The right thing is to stick to telling you what has occurred in our experience, and leave it to you to determine the answer to your particular problem.

2. GENERAL.

One or two very general comments upon the homeless. The most important thing is of course to provide accommodation in Rest Centres for people who have suffered the loss of their homes during a raid. Their immediate needs can be met, they can be given shelter, food and advice, and then they go away as speedily as can be arranged. The Government Evacuation Scheme was arranged for people who came within the priority class, children under 5 with their mothers and the rest of the family, expectant mothers, and old people. I know some cases where old people made themselves quite happy in their new surroundings, but others being of an obstinate nature just would not settle down at all. (a) Billeting. The normal method of accommodating these people was private billeting, that was the only way at the time. The Evacuation Scheme set up in 1940 has been largely concerned with billeting, but was not wholly satisfactory, for instance if children who for reasons of health or behaviour, or very tender age had to be accommodated in nurseries, sick bays or hostels with old people who had to have special arrangements made for nursing and medical treatment and for adults with physical or mental handicaps of any kind, and family groups, either because a family was a very large one, or because of their standards of cleanliness it was impossible to expect private householders to deal with them, they have had to be dealt with specially, both in connection with the Rest Centre Services, and in connection with evacuation. (b) Hostels. The local authority will have set up what we call immediate hostels for people who are for the time being homeless and unbilletable where they can be segregated, cleaned up and helped and advised by some responsible visiter and finally can be accommodated in the same kind of way as their fellows. (c) Communal Billets. We have set up quite a number of billets for mothers and children on a communal basis, because the people were not easy to mix with the householders. The general standard has generally improved, largely as a result of having paid wardens who can be put in to give help and advice to the people. They serve a very useful purpose as an alternative to

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the answer to your particular problem.

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(d) Feeding. It has been a very important thing not to separate families. They are very conscious of having the family meal together, even though there is a perfectly good communal dining room, the mothers prefer to go all the way to the kitchen to fetch it and eat it in their own rooms. Of course there is everything to be said for communal cooking, because there is economy of foodstuffs. (e) The Family. The family tie. When evacuation took place many people thought it would have a very bad effect on a family, but we have, again and again, had forced on our attention, the family tie. No doubt on the Continent one of the most disturbing factors will be the disrupting of the family, and you will have to deal with special groups such as children who will be forced upon you by circumstances. It does seem only right the importance of stabilising the value of the family group. If that is true in England it will

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be doubly true on the Continent.

3. SPECIAL GROUPS. (a) Children. School children between the ages of 5 and 14, there were the organised parties which came at the beginning of the War, then the small numbers who trickled along as the raids started, and later still the numbers who had had their war experiences. They are separated from their parents, and therefore feel insecure, and many of them have been frightened by the sights and sounds of war. I am perfectly sure some sort of supervision is necessary, and the children's householders cannot be left without any guidance from anybody. Children who are normally billeted out go to the local school, there are, however, hostels for difficult children. These hostels are for those children who show difficult behaviour, the actual buildings being requisitioned houses. 25 is an ideal unit. I have only seen what other people were doing, but have asked myself what are the essential needs of children, and therefore what do you expect in a hostel set up for children. First of all the essentials of life; food, beds, etc., these have all been dealt with by the local authorities, and all we have been called upon to do is to supervise the food menus. Our hostels, I think we can say, have had no food problems. Then the next need is, I think, hygiene; air, light and cleanliness. The bed space is 40 square feet, 4 beds per room. The other things which we look out for are the lavatory and washing accommodation. When you come to the equipment the essentials are supplied by the Ministry of Health stores, and any frills have been furnished by outside sources. Each child is allowed 3 blankets, as we consider that is quite warm enough for them, but they must have a palliasse as well; it was found some of the children were sleeping on the camp bed only, and it was certainly not warm enough for them. It is very important to see that the local authority is not skimping warmth for the children; another important item is rubber sheeting. We also see, from the point of view of protection particularly, that every child has an individual towel, tooth brush and comb. I think that is all that is necessary to say about the physical side of what is needed in the hostel, the more important thing is the way the child is handled. The best way is for them to be treated with affection and have a feeling of security - look out for staff people who realise that the social misbehaviour of children, which is the main reason why they are sent to hostels in this country, is due to lack of affection and lack of security. Everything a child does, whether it is pilfering or bed wetting, it can nearly always be traced to the lack of these essential things, therefore the only way to deal with the child is to give him or her the things which it has been lacking - give them what the War has deprived them of. This seems to me to be the nearest problem we have experienced to those you will be up against. Another thing I feel is essential in hostels, the children must have occupation, they all go to school, but they must be in occupation when not in school, and this does a great deal to solve domestic problems; boot mending, gardening, and there are many ingenious ways in which the hostel wardens give them jobs which help in running the place. I do not propose to deal with children under 5, they are evacuated in Nursery units, both small and large. Those groups will be included in the lectures you have not had. (b) Old people. The next group of old people. At the beginning of the War no individual consideration was given to the old people. In time of war they constitute a very serious problem; old people who were scared of being left. In the shelters and rest centres of most

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old people. At the beginning of the War no individual consideration was given to
the old people. In time of war they constitute a very serious problem; old
people who were scared of being left. In the shelters and rest centres of most
towns some arrangement had to be made for them to have a separate room, as
naturally being in the main shelter with a lot of children was hardly suitable
for them. It was found necessary to have a collecting centre for old people
who had no relations to go to, and many of them were found to be unsuitable for
billeting and could not be put into private houses, therefore a collection of
hostels have grown up. It is wise to have the hostels as near their homes as
possible, where you are much more likely to have a happy collection of old
people. Then there are the other old people who are homeless and so infirm as to
need medical attention; provision has also been made for married couples; the
usual arrangement is to have dormitories for single people, and to keep them
small, have 5 beds or so, and blocks for the married couples with communal
dining rooms, and I think they are probably pleased not to have to prepare an
individual meal. In a way they are very much the same as children, they want
kindness and consideration, and they need occupation, and the more scope is
given for their own pottering little jobs, the happier they will be.
(c) Handicapped people. Specially handicapped groups - particularly the blind,
cannot be dealt with without a special staff. It is most important not to
move blind people more than is necessary, as they depend so much on knowing the
surrounding roads and crossings, and on being handled by people they have got to
know. Now as far as epileptics are concerned, they can cause a very great
commotion in a rest centre, so try to isolate the epileptic from the other people
present. It is rather difficult if you are unaccustomed to having anyone in a
fit not to be alarmed at it.

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CA/T/DA9

CIVIL AFFAIRS STAFF CENTRE

NOTES ON WOMEN'S WORK ON THE CONTINENT
IN THE PRE-ARMISTICE PERIOD

BY MRS HUXLEY, CHIEF REGIONAL ADMINISTRATOR, WVS

1. INTRODUCTION

In drawing up these notes the following suppositions have been made.

(i) That during the period the localities in which work would have to be undertaken would be occupied by Allied Troops and subject to air attack.

(ii) That there may be a considerable number of civilians in addition to the normal civilian population in any place recently freed from the enemy who may have fled from those areas in which fighting is still going on. Any additional population of this kind would greatly increase the need for relief work and for the provision of emergency accommodation for civilians.

(iii) That any contingents of the Women's Auxiliary Forces that might be in the locality would be fully occupied with their normal duties in support of the Fighting Forces.

2. THE NEED FOR SPECIAL SERVICES FOR CIVILIANS

(i) Experience in Great Britain during the last three years has shown that where the Civil Defence Services have not been highly organised or have been made inadequate to deal with the distress suffered by the civilian population, there has been an immediate fall in morale and a tendency for large numbers of persons to move out of the target area thus causing congestion and confusion on the roads.

(ii) Where large numbers of persons are rendered homeless the provision of five Services has proved successful in preventing "Trekking". They are:

(a) The provision of Shelters
(b) The provision of Rest Centres or buildings to which the homeless can be taken.
(c) The provision of food and clothing for adults and children.
(d) The provision of washing facilities.
(e) Arrangements for re-billeting.

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In Great Britain the personnel in (a), (b), (c) and (d) is provided by women working under the direction of the male officers of the Local Authorities and a high proportion of the personnel in (e).

(a) Shelters

In this country the policy of the Ministry of Home Security has been to provide shelter accommodation for the greatest possible number of the population but it is presumed that it is very unlikely that there will be sufficient shelter accommodation on the Continent to make any significant contribution to the safety of the civilian population. It is perhaps worth mentioning, however, that in this country where deep shelters have been available that will accommodate large numbers of people such as the new Tube shelters in LONDON and the Caves in part of the South West or in some cases big basement shelters under buildings, it has been found necessary to provide Shelter Marshals, Red Cross workers and Canteen Services. On the Continent it may well be difficult to provide either shelter accommodation or Rest Centres for persons rendered homeless but whatever the local circumstances it has been found necessary to find accommodation of one sort or another for persons rendered homeless as it

is essential that such persons should be taken under cover if confusion is to be avoided. Broadly speaking, experience in this country has shown that the Services described subsequently in this paper as being required in Rest Centres would also be required in Deep Shelters or any other accommodation that might have to be used. Where large numbers of people are gathered together in crowded circumstances under bombardment, a certain number of women staff will be needed to care for their welfare. In the early days of the Battle of Britain it was found in London that where this staff was not provided it was so greatly needed that the shelterers formed a staff of their own to keep order, to look after sick people and to do what they could in the way of refreshments and meals but it will be recognised that it depends on the type of population that is being accommodated whether this type of initiative will be shown.

(b) Rest Centres

On arrival at the Centre, the homeless are suffering from shock and anxiety about their families, some of whom may be dead, wounded or missing. Workers must be accustomed to handling crowds in this condition. Women with two or three children must be assisted. Many of the homeless will be so encrusted with plaster and soot driven into their skin by blast that the workers must be prepared to wash both adults and children. Quantities of hot water must be available and as the buildings available for Rest Centres are rarely equipped with hot water, methods of bringing water and heating must be improvised. To remain unwashable from dirt through blast is very lowering to morale.

(c) Provision of Food and Issue of Clothing

Experience has shown that the type of food which the homeless can and will consume depends on the severity of attack and the degree of shock suffered. In or after a severe raid only hot drinks are needed for the first 3 - 4 hours. In Great Britain strong tea is greatly preferred. On the Continent coffee or chocolate would probably be preferred. Where a full meal is provided too soon the food will be wasted. On the other hand, it may be necessary to continue feeding homeless at a Rest Centre for many days or even a few weeks after an attack, if the public services such as water, drainage or gas are seriously affected.

If the air raid takes place at night there will be a heavy demand for clothing. If a house is heavily affected by blast it is not possible to rescue the clothing quickly and anyway much will be destroyed, e.g. a coat hanging on a door may be cut in ribbons by blast.

The distribution of new clothing is an excellent restorative to morale and the lack of clothing not only actively increases physical shock by cold but is very detrimental to morale. Women with children must be assisted in clothing distribution and as far as possible both adults

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The distribution of new clothing is an excellent restorative to morale and the lack of clothing not only actively increases physical shock by cold but is very detrimental to morale. Women with children must be assisted in clothing distribution and as far as possible both adults and children must be given clothes which are a reasonable fit and reasonably suitable otherwise there is great waste of clothing as garments are torn or cut to make them more comfortable. If clothing distribution is organised by an expert, hundreds of cases can be dealt with speedily. If the distribution is not properly organised there will be confusion, theft and waste and a tedious and tiring period of waiting in queues by the homeless.

(d) Arrangements for re-billeting.

Methods of re-billeting depend on the locality. Billeting may be within the City attacked, by dispersal to surrounding districts; in private houses; in hostels, i.e. empty houses; or into barns or any available building. In hostels, barns, etc. it is necessary to have staff in charge of cooking and general management of the building, supervision of sanitary arrangements whether improvised earth closets or indoor sanitation is especially important. It seems probable that on the Continent owing to devastation by the enemy, billeting in private houses will be impossible and that the homeless will have to be housed in improvised buildings or camps.

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Services rendered by women

It is evident that all the services sketched out above are far more suitably undertaken by experienced women than by men and in any case it would seem wasteful of man-power for the need of the services would arise from an attack in which the services of men would be required for Fire Fighting, Rescue Work, clearing of debris, etc. It has been found in Great Britain that if the Fire Fighting Rescue Work and demolition is to go on without interruption and with speed, the men employed on the work must be fed frequently and at the incident. This feeding has always been undertaken by women, generally from Mobile Canteens, and on the efficiency of this Service largely depends the speed at which work can be resumed in the town.

It can be said, therefore, that the work for which women are required falls into two main categories:

(1) Work in connection with persons rendered homeless.

(2) Feeding of male personnel in Fire, Rescue and Repair Services.

Supply of Personnel

In Great Britain the volunteers for these Services have all been recruited locally and it might be possible under a trained team of supervisors to do the same on the Continent. Most women can wash and cook but few women have had experience of dealing with large numbers, but under skilled supervision can be organised to do so. But the Supervisors must be trained. For example during the heavy attack on MERSEYSIDE at Christmas 1940, owing to a direct hit on the LIVERPOOL Central Kitchen, W.V.S. was called upon to provide meals for several days for 20,000 homeless on MERSEYSIDE. The work was done by unskilled volunteers under the direction of trained Rest Centre workers.

3. WORK OF RELIEF OTHER THAN THAT DUE TO AIR ATTACK

It is presumed that relief of this type would fall into three main categories:

(1) Medical Relief

(2) Distribution of Food.

(3) Distribution of Clothing

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(2) Distribution of Food.

(3) Distribution of Clothing

(1) Medical Relief

It is presumed that this would be undertaken by specially trained personnel but where the attention is required by women and children it seems obvious that the work must be undertaken by women and it is presumed that personnel from St.Johns, and Red Cross V.A.D's could be employed on this work. The use of women is probably more important on the Continent than in this country and probably specially significant in Catholic countries where women may be even more reluctant to disclose their personal difficulties to men than to women. In any case, cleansing, de-lousing, attention to children, etc., must be undertaken by women. In this connection, it should be noted that among W.V.S. engaged in the Evacuation Services there are numbers of volunteers who have had experience of dealing with children separated from their parents who suffered from vermin, uncontrolled habits, skin diseases, etc. All personnel employed in medical work would, of course, be under the direction of the Medical Authorities.

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(2) Distribution of Food

The experience of skilled workers gained in feeding persons rendered homeless by air attack would be invaluable in the distribution of food to communities suffering from prolonged shortage. Here again, experience in

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control of crowds, planning of premises, improvisation in use of utensils, etc. will arise. It should be considered whether mobile feeding columns of the type of the "Queen's Messengers" might be employed in some areas working from an established Emergency Cooking base.

It should also be noted that special types of food must be supplied for small children, as adult meals even after air attack cause acute indigestion or will not be taken by small children and light diet or liquid foods have been found necessary in the first instance.

(3) Distribution of Clothing

The technique of the distribution of clothing to persons suffering distress through prolonged occupation of the territory by the enemy will not vary greatly from that required following air attack. Here again, experience with crowds, an ability to assess need and size, has the same importance, but it must be stressed that there is a definite technique attached to the work without which confusion and waste will arise.

It has been proved in Great Britain that the issue of "outfits" is wasteful owing to the variety of custom, the variety of requirements which may depend on the trade in which the person is employed, the climate and type of locality, country, small town, great city, etc.

CONCLUSION.

In the foregoing paragraphs the need of women workers to deal with the distress among the civilian population living in or near the fighting zone, is based on experience gained during the last three years but it should be noted that the need was recognised in the A.R.P. Act of 1937 and provision was made for nearly 50% of the Civil Defence Personnel to be women specially trained to undertake the work allotted to them. Had this provision not been made and efficient trained personnel had not been available in 1940/41, much of the defence of this Island might have been undermined by a break in the morale of the civilian population. Major General C.M.Lindsay, C.B., C.M.G., D.S.O. in his book, "The War on the Civil Military Fronts" (Lees Knowles Lectures on Military History 1942) Part 2, Sec. 9, writing of W.V.S. says "It is not only the material assistance which they give; their contribution to the morale and cohesion of all sections of the population has been outstanding in every emergency with which we have been faced." In countries which have long been occupied by the enemy the maintenance, indeed the re-establishment of morale will be of special importance. In this connection morale is not used in a vague or negative sense but with the object of emphasising that civilian morale means the cultivation of the power to look after oneself and to be an asset rather than a liability to the Authorities in control which, in this case, would be the occupying troops.

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may depend on the trade in which the [illegible] type of locality, country, small town, great city, etc.

CONCLUSION.

In the foregoing paragraphs the need of women workers to deal with the distress among the civilian population living in or near the fighting zone, is based on experience gained during the last three years but it should be noted that the need was recognised in the A.R.P. Act of 1937 and provision was made for nearly 50% of the Civil Defence Personnel to be women specially trained to undertake the work allotted to them. Had this provision not been made and efficient trained personnel had not been available in 1940/41, much of the defence of this Island might have been undermined by a break in the morale of the civilian population. Major General C.M.Lindsay, C.B., C.M.G., D.S.O. in his book, "The War on the Civil Military Fronts" (Lees Knowles Lectures on Military History 1942) Part 2, Sec. 9, writing of W.V.S. says "It is not only the material assistance which they give; their contribution to the morale and cohesion of all sections of the population has been outstanding in every emergency with which we have been faced." In countries which have long been occupied by the enemy the maintenance, indeed the re-establishment of morale will be of special importance. In this connection morale is not used in a vague or negative sense but with the object of emphasising that civilian morale means the cultivation of the power to look after oneself and to be an asset rather than a liability to the Authorities in control which, in this case, would be the occupying troops.

Although the Services set out in the foregoing paragraphs are simple it cannot be too strongly emphasised that they can only be efficiently carried out by trained personnel. Improvisation is not enough it must be based on experience; organisation must be based on training. Even in Great Britain where air attacks have been experienced in localities where the Civil Defence Services were not well organised and particularly the Relief Services, the effect on morale has been serious. A feeling of distrust of the Authority springs up which is difficult to overcome. On the Continent the distrust would be aimed at the Occupying Force and might have far more serious results.

On the other hand, if the organisation is good and the personnel well trained the re-action of those relieved is one of gratitude and a renewed feeling of confidence which spreads gradually from the individual to the community as a whole.

7 Apr 43
JFE

Declassified E.O. 12356 Section 3.3/NND No. 785010

Declassified E.O. 12356 Section 3.3/NND No. 787016

CIVIL AFFAIRS STAFF CENTRE. CA/P/251

Synopsis of Lecture by Mr. G.A. Pillinger.

DISTRIBUTION OF COAL TO SMALL CONSUMERS.

1. DEFINITION OF SMALL CONSUMER:
Consideration in this lecture given to all consumers (Premises) which are controlled by the Fuel & Lighting Registration and Distribution Order, 1942.
"Controlled Premises" include:

(a) All domestic premises such as dwelling houses, farmhouses, flats, tenements and all similar premises wholly or mainly used for private residential purposes.

(b) All non-Industrial establishments such as Hotels, Hostels, Public Assistance Institutions, Hospitals, Restaurants, Schools, Offices, Shops, Theatres, Places of Public Worship, etc.

(c) All Industrial premises where the total consumption of all fuels, including Gas and Electricity, does not exceed 100 tons per annum.
In calculating consumption for this purpose, 100 Therms or 20,000 cub.ft. gas to the ton, and 2,000 Units electricity to the ton of solid fuels.

2. DISTRIBUTION ARRANGEMENTS IN OCCUPIED TERRITORY:
Early arrangements necessary for restoration of morale. Facilities for distribution in the early stages would necessarily be few, the various phases in all probability being:-

(a) Distribution by Military Authorities:
Necessary if there was no existing or ordered local administration. Local transport facilities would have to be explored. Communal feeding would ease problem - domestic consumers would in all probability have to make own arrangements for collection of fuel. Essential for supplies to be made available to bakers and other food producers.

(b) Distribution by Military Authorities with co-operation of Local Administration:
Suggested that with co-operation of local administration the following might be done:

(i) Setting up of Committees similar to the Defence Committees operating in this country in the event

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In calculating consumption for this purpose, 100 Therms or 20,000 cub.ft. gas to the ton, and 2,000 Units electricity to the ton of solid fuels.

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(b) Distribution by Military Authorities with co-operation of Local Administration:
Suggested that with co-operation of local administration the following might be done:

(i) Setting up of Committees similar to the Defence Committees operating in this country in the event of an emergency.
(ii) Appointment of area fuel overseer or officer who would provisionally assess requirements and further explore haulage facilities.

This being done and a ration fixed, the tonnage required as a dump could be determined.

(c) Distribution by Military Authorities and Local Administration with Nucleus of Trade:
As a first step to a more settled organisation it is suggested that all premises be registered for the purpose of more accurate assessment and that as far as possible delivery arrangements be made by the assignments of consumers to a distributor who would be solely responsible for a block of streets or sub-area. Domestic consumers in close proximity to Dump might be compelled to arrange own delivery - the first charge on the available transport resources being essential industrial consumers, hospitals, etc.

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(d) Distribution by Trade under Local Administrative and Government Control:
This should be the ultimate aim, i.e. similar to arrangements existing in this country where the House Coal Distribution (Emergency) Scheme promoted by the Trade and accepted by the

/Government

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Government is responsible for equitable distribution, in conjunction with the Local Fuel Overseer organisation and the officials of the Ministry of Fuel & Power.

3. ECONOMY:

Characteristics of Coal:

(a) Volatile Matter:
This is the fraction of the coal which is driven off on heating, leaving coke. Varies in British coals from about 4% in some anthracites to more than 40% in some bituminous coals.

(b) Caking Characteristics:
A coal is said to cake when pieces of it on heating stick together and form a coherent mass. Coal for domestic use should not be strongly caking, on the other hand coals which are used in many types of Gas Works' plant must show strong characteristics.

(c) Ash Content:
This is the incombustible matter which is left after the coal has been burned. Desirable that ash content should be as low as possible and that the melting point of the ash be as high as possible to avoid clinker when the coal is burned.

(d) Calorific Value of Coals:
Standard heating value in Great Britain is the British Thermal Unit, which is briefly the amount of heat required to raise 1-lb of water 1°F. On the continent the standard of measurement is the calorie. (3.968 calories = 1 B.T.U.)

Generally, Economy can be effected by proper attention to draught conditions, lagging of steam pipes, fitting of fire bricks, etc. Also by the use of:

(i) Redundant fuels such as smalls, low volatile and anthracite fuels, also duff.
(ii) Briquettes.
(iii) The use of Coke and Wood.

With regard to the latter, the local administration should be urged to initiate schemes for the collection and storage of wood fuel.

Every effort should obviously be made to develop and provide local fuel in the form of peat, shales and minor deposits of coal in order to meet transport difficulty, although it is appreciated that labour problems be a determining factor in such enterprises.

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Generally, Economy can be effected by proper attention to draught conditions, lagging of steam pipes, fitting of fire bricks, etc. Also by the use of:

(i) Redundant fuels such as smalls, low volatile and anthracite fuels, slag, duff.
(ii) Briquettes.
(iii) The use of Coke and Wood.

With regard to the latter, the local administration should be urged to initiate schemes for the collection and storage of wood fuel.

Every effort should obviously be made to develop and provide local fuel in the form of peat, shales and minor deposits of coal in order to meet transport difficulty, although it is appreciated that labour problems be a determining factor in such enterprises.

4. THE CREATION AND USE OF DUMPS (INCLUDING FIRE PRECAUTIONS).

Volatile matter has an important bearing upon the method of stacking. Care must be taken in storing high volatile coals. Coals from 20-35% volatile should not be stacked higher than 12 ft. 6 ins. Coal heaps should be watched for signs of heating; if temperature reaches 175° the dump should be broken up and removed. The site most favourable - open situation on clean firm ground. Should be stacked as far as possible in heaps of 200 tons. Welsh Steam coal 40/42 cub.ft. to the ton. Highly bituminous coal 45/50 cub.ft. to the ton. Coke 80 cub.ft. to the ton.

5. RATIONING.
In respect of occupied France, it is known that during November and December 1942, a family of 4 or 5 persons depending entirely upon coal for cooking and heating was entitled to 3 cwts during each of these months. The amount which could have been acquired during the same period by an English family of the same size in the Southern zone was 12 cwts, i.e. 6 cwts for November and a similar quantity in December.

29 Apr 43.
VNB.

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CAP/134

CIVIL AFFAIRS STAFF COLLEGE

EMERGENCY ORGANISATION AND SALVAGE

I Origin and present functions of Emergency Services Division

(1) Origin

(a) Co-ordination

(b) Dispersal of Stocks

(c) Invasion

(2) Present functions

(a) To plan and ensure strategic disposition of foodstuffs.

(b) To plan distribution and control of foodstuffs in emergency.

(c) To co-ordinate all emergency preparations of the Ministry.

(d) Liaison with other Government Departments, and with the Military on emergency preparations.

(e) Dissemination of information about past and present raids and other emergencies.

(f) Poison Gas - protection and de-contamination of food.

(g) Fire Prevention in food stores and Ministry premises.

(3) Emergency Services Division is planning Division only. Separate executive Divisions have arisen as result of experience. They cover -

(i) Salvage

Notes

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(c) To co-ordinate all emergency preparations of the Ministry.

(d) Liaison with other Government Departments, and with the Military on emergency preparations.

(e) Dissemination of information about past and present raids and other emergencies.

(f) Poison Gas - protection and de-contamination of food.

(g) Fire Prevention in food stores and Ministry premises.

(3) Emergency Services Division is planning Division only. Separate executive Divisions have arisen as result of experience. They cover -

(i) Salvage

(ii) Dehydration

(iii) Wartime Meals (including emergency feeding)

(iv) Emergency Stores.

II. Blitz

(1) Organisation has grown up by trial and error under fire. Extracts from early reports.

(3) De-centralised control, Food Executive Officer in charge.

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Notes

(3) Divisional Party.

(4) B2 Reports.
(copies circulated)

(5) Appendix instructions to Food Executive Officers give solutions to major problems. In addition -

(a) Wholesalers

(b) Retailers (i) Mutual Assistance Pacts.

(ii) Premises

(iii) Emergency Shopping Centres.

(iv) Mobile Shopping Centres

(v) Steel Booths.

(vi) Equipment.

(6) Special problems

(a) Meat

(b) Bread

(c) Milk

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(ii) Premises

(iii) Emergency Shopping Centres.

(iv) Mobile Shopping Centres

(v) Steel Booths.

(vi) Equipment.

(6) Special problems

(a) Meat

(b) Bread

(c) Milk

(7) Progress following Blitz -

(a) Emergency Feeding (i) Slops

(ii) Solid Food

(b) Restoration of normal distribution.

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Notes

(8) Conclusion

Requirements -

(a) Well trained staff who know where to go, what to do and how to do it.

(b) Instructed wholesalers and retailers.

(c) Alternative offices and records for staff.

(d) Alternative premises and records for traders.

(e) Adequate information service to tell public what to do and where to get food.

(f) Fullest information including earliest reports of damage and subsequent progress reports.

(g) Maintenance of rationing if possible.

(h) Speed in salvage.

(i) Restoration of bakeries and food factories.

(j) Survey of surrounding areas; failure of Public Utilities affects wide areas.

III. Invasion Preparations

Not directly concerned but general principles may be helpful.

(1) Strategic disposition of food -

(a) Dispersal

(b) Zonal Stocks

(c) C.B. Reserves

(d) Divisional Food Officers' and

subsequent progress reports.

(g) Maintenance of rationing if possible.

(h) Speed in salvage.

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III. Invasion Preparations

Not directly concerned but general principles may be helpful.

(1) Strategic disposition of food -

(a) Dispersal

(b) Zonal Stocks

(c) C.B. Reserves

(d) Divisional Food Officers' and Chief Divisional Food Officers' Dumps.

(2) Control and Distribution. Decentralisation necessary to ensure prompt action.

(3) Close contact with military.

(4) Communications.

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IV Salvage

Notes

(1) Origin.

(2) General principles -

(a) Food is almost indestructible.

(b) Speed is essential.

(c) Food is worth more than money.

(3) Types of Damage -

(a) Fire

(b) Water

(c) Contamination

(4) Treatment -

(a) Dehydration

(b) Washing

(c) Cooking

(d) Trimming

(5) Types of Food -

(a) Canned Goods

(i) Meat

(ii) Rest

(b) Cereals and Pulses

(c) Flour

(d) Meat and Bacon

(e) Cheese and Fats

(f) Tea

(g) Sugar

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(b) Washing

(c) Cooking

(d) Trivving

(5) Types of Food -

(a) Canned Goods

(i) Meat

(ii) Beet

(b) Cereals and Pulses

(c) Flour

(d) Meat and Bacon

(e) Cheese and Fats

(f) Tea

(g) Sugar

(h) Vegetables (i) Green

(ii) Potatoes.

Ministry of Food,
Emergency Services Division,
Colwyn Bay.

April, 1943.

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EC/204.

14th March, 1941.

NOT FOR PUBLICATION.

NOTE FOR THE GUIDANCE OF FOOD EXECUTIVE OFFICERS IN DEALING WITH CONDITIONS ARISING OUT OF ENEMY ACTION.

1. There is good reason to believe that the enemy air attacks upon this country in the near future will be very much heavier and more wide-spread than anything yet experienced; the attacks may well prove to be a prelude to invasion. It is of the first importance that the Local Food Organisation shall be in full readiness to take the strain since nothing is more calculated to weaken public morale than a breakdown in food supplies.

2. The measure of success in meeting an emergency is governed entirely by the adequacy of the preparations and plans made beforehand. Improvisation, however brilliant, cannot be so effective as the setting into operation of machinery devised before the event to meet all possible contingencies.

3. Food Executive Officers and their chief assistants have a very serious responsibility; they have the closest contact with the consuming public and it is to them that the public looks in the first instance for the provision of food. Behind the Food Executive Officer is the Divisional Food Officer and behind him again is the Ministry of Food. It is their duty to ensure the provisioning of a town or area faced with emergency conditions, but it is the duty of the Food Executive Officer to see that the food reaches the public. This must not however be taken as relieving Public Assistance Authorities of their responsibilities for feeding the destitute and homeless.

PREPARATORY WORK.

4. Every Food Executive Officer, in consultation with his Assistants, should make an immediate review of the arrangements which have already been made within his area for dealing with serious emergency conditions. For the benefit of those who have not yet experienced a blitz the following are the principal consequences of a heavy air attack:-

(a) Public Utilities. Supplies of gas, electricity and water may be cut off entirely or very seriously impaired. Unless adequate alternative supplies can be obtained immediately the loss affects

(i) Cold stores.

(ii) Milk bottling and pasteurising plant.

(iii) Bakeries.

(iv) Restaurant, canteen and public institution cooking

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(i) Cold stores.

(ii) Milk bottling and pasteurising plant.

(iii) Bakeries.

(iv) Restaurant, canteen and public institution cooking.

(v) Household cooking.

(b) Communications. The telephone and telegraph system may be completely suspended or seriously impaired.

(c) Transport. Railways and roads leading into the area may be blocked while within the area itself vehicular traffic may be impossible.

(d) Wholesale food premises may be put out of action thereby rendering them unable to replenish retail stocks.

(e) Retail shops may be put out of action, not infrequently a substantial majority of those within the area of the attack.

(f) Food Organisation. The Local Food Office may be destroyed or so seriously damaged as to preclude the transaction of business.

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5. Cold Stores, Milk Plant and Bakeries.

The Ministry of Food Cold Storage and Salvage Officers are responsible for dealing with Cold Stores which have been affected by the cutting off of electricity and water. The Regional Milk Marketing Officer, under the direction of the Divisional Food Officer, will be responsible for dealing with milk supplies. The appropriate Bread Officer under the direction of the Divisional Food Officer, will be responsible for the bread supply.

6. Restaurants, canteens and institutions.

Most establishments depend almost entirely upon gas and electricity for cooking purposes and are as a result extremely vulnerable. Immediate steps should be taken now to find out the capacity of those establishments in which coal, coke or other fuel burning cookers are available. (Reference should be made to the returns obtained under F.I.G. 331). Every effort should be made to induce establishments so far as possible to instal batteries of hard fuel cookers as a reserve since they can be of substantial assistance in emergency in providing hot meals for those whose domestic cooking facilities have been put out of action.

7. Rest Centre Feeding.

The responsibility for the feeding at Rest Centres of the destitute and homeless and of those who enter a town as refugees from another area rests with the Public Assistance Authorities, the responsibility of the Ministry of Food being limited to the provision of the foodstuffs required by the Public Assistance Authority for this purpose. Food Executive Officers should satisfy themselves that Public Assistance Authorities understand the procedure for obtaining supplies and might with advantage collaborate with the Public Assistance Authorities in a review of the arrangements made for feeding and the stocks held to ensure that they are fully adequate to meet very much more severe conditions than have so far been experienced. Food Executive Officers should impress upon Public Assistance Authorities that in the event of difficulty in obtaining replenishments through normal channels, in an emergency, they should seek the assistance of the Food Executive Officer.

8. Emergency Feeding Centres.

Emergency Feeding Centres are provided by Local Authorities under the auspices of the Ministry of Food for that part of the population which, after an emergency, is temporarily unable to provide food for itself. At the present time Local Authorities in most of the larger towns, at the request of the Ministry, are devoting special attention to this aspect of their emergency arrangements.

Every assistance should be given to Local Authorities who are establishing these Centres, and if necessary questions of difficulty should be referred at once to the appropriate Division of the Ministry.

9. Mobile Canteens.

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9. Mobile Canteens.

Experience has shown the need for a service to provide for those who are temporarily deprived of cooking facilities and as a corollary to the rest centres administered by the Public Assistance Authorities which will take food to the people, particularly during the hours immediately following a heavy attack. For this purpose the Ministry of Food will shortly be establishing Food Convoys one of which will be assigned to each food division in England, one in South Wales and one in Scotland. Each of these convoys will consist of three mobile canteen lorries, two supply lorries, two lorries with mobile kitchen equipment, one water tank and five motor cycle despatch riders. Each convoy will be capable of producing about 1,400 soups or stews per service, the first of which will be cooked during the journey and ready for immediate distribution. The provisioning of these convoys will be the responsibility of the Officer in charge of the convoy.

In addition mobile canteens belonging to voluntary organisations will be sent into the affected area where necessary under the directions of the officer in charge of the Ministry's Food Convoy, who will be responsible for the replenishment of the supplies of these canteens. Food Executive Officers should give every assistance in this matter should it be necessary to replenish from local stocks.

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10. Community Feeding Centres.

Local Authorities have been urged by the Ministry of Food to establish community feeding centres. Where they have been set up they have been of great value in providing hot meals for members of households which by reason of the cutting off of gas and electricity have no cooking facilities. Food Executive Officers should use their influence in securing the establishment of community feeding centres in their areas for the purpose of supplementing the emergency feeding facilities in the town following upon air attack.

11. Communications.

Telephonic and Telegraphic communication may break down completely. Plans should be made for a Volunteer Despatch Rider Service to supplement the authorised Messenger Service. Too much reliance however must not be placed upon any form of despatch service; roads may be blocked, machines may be destroyed, personnel may become casualties, while it may be impossible to find those for whom messages are intended.

It is therefore essential that every official should be fully informed in advance of his duties under "blitz" conditions. The Food Executive Officer in advance of emergency should appoint a time and place at which all concerned should meet him on the morning following a "blitz". Instructions should also be issued to wholesalers, retailers and others, now, that in the event of a breakdown in communications they should report to the Food Office as quickly as possible. They should also be informed now of the address of the premises at which the Food Office will be opened if the original premises are destroyed or seriously damaged. Notices should be prepared now for display at or near the site of the Food Office (should it be destroyed) re-directing enquirers to the alternative offices.

Food Executive Officers are warned to take every precaution to ensure that messages and instructions which they may receive are authentic. All messages to Divisional Headquarters should be prefixed and terminated with the Local Food Office Code number. Divisional Food officers will furnish to their Food Executive Officers a list of the names of the officers at Divisional Headquarters authorised to issue instructions. Any important message to the Food Executive Officer from Divisional Headquarters should be prefixed and terminated with the initial letters of the Division e.g. "S.W.", in addition to giving the name of the sender of the message.

The Food Executive Officer, as a part of the instructions to his staff referred to above, should appoint officers now to deal with the following matters in emergency, a second officer being appointed for each duty as a reserve, in case of casualties.

(a) Wholesale supplies.
(b) Retailers.
(c) The public.
(d) Contact with the Civic Authorities, voluntary organisations, and the Ministry Staffs with regard to feeding.
(e) Communications including the issue of announcements to the public by

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(e) Communications including the issue of announcements to the public by means of posters and loudspeaker vans.

12. Transport.

The Divisional Food Office party referred to in paragraph 21 will include the A.D.F.O. (Transport) who will be responsible for the organisation of the necessary transport.

13. Wholesale Food Premises.

Where as a result of destruction of wholesale premises the remaining retail shops cannot be stocked up, the officer in charge of the Divisional Party will arrange for the movement of supplies into the town.

All wholesale food traders should be instructed now to report to the Food Office immediately should their premises be destroyed or sustain substantial damage. They should also be asked to prepare duplicate plans of their premises showing their storage arrangements, one copy of which should be placed in the custody of the Food Executive Officer. A list of wholesale food premises should be prepared now to simplify the tabulation of air raid damage.

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14. Retail premises. All retail food traders should be instructed now to notify the Food Executive Officer immediately should their premises be destroyed or substantially damaged. A list of retail food premises should be prepared now to simplify the tabulation of air raid damage.

15. Food Organisation. The importance of giving full instructions to the principal members of the staff of the Food Office in advance of the emergency cannot be over-emphasised. Unless Officers know precisely what they have to do and the measure of their responsibility much valuable time will be lost in seeking instructions of the Food Executive Officer who will have many other matters of more importance to deal with.

Ample provision should be made in the allocation of duties for emergency conditions for dealing promptly and thoroughly with enquiries from the public. Very large numbers of people may be expected at the Food Office and the counter staff must be properly trained beforehand.

In towns or areas having a population exceeding 100,000 the Food Executive Officer should establish at once one or more branch offices as far away as possible from the existing office fitted with telephones, with a skeleton staff which could be employed on certain sections of the routine work which can conveniently be decentralised, e.g., removals, the issue of emergency cards and enquiries from the public. In one of the branch offices there should be kept reserve supplies of emergency cards and of the various forms necessary in connection with rationing and the issue of permits, together with a set of the records given in paragraph 16.

In smaller towns alternative premises should at once be selected without commitment in another part of the town to which the Food Executive Officer could move in emergency. Here, if possible, or failing this, in the nearest rural food office, a bank, or the local Police Station by agreement, should be kept the duplicate records set out in paragraph 16 and a reserve stock of emergency cards.

Where the Milk Officer is already in a separate building this Office might well be regarded as a branch office and be used to house duplicate records and a reserve stock of emergency cards.

The address and telephone number of the alternative and branch offices should be notified to the Divisional Food Office, the Local Authority, the Public Assistance Authority, the A.R.P. Control, offices of public utilities and wholesale and retail food trades.

16. Records.

The following records should be prepared at once in triplicate, one copy to the Divisional Food Office, one copy being kept in the alternative [illegible] Food Office.

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possible from the existing office fitted [illegible]
which could be employed on certain sections of the routine work which can conveniently be decentralised, e.g., removals, the issue of emergency cards and enquiries from the public. In one of the branch offices there should be kept reserve supplies of emergency cards and of the various forms necessary in connection with rationing and the issue of permits, together with a set of the records given in paragraph 16.

In smaller towns alternative premises should at once be selected without commitment in another part of the town to which the Food Executive Officer could move in emergency. Here, if possible, or failing this, in the nearest rural food office, a bank, or the local Police Station by agreement, should be kept the duplicate records set out in paragraph 16 and a reserve stock of emergency cards.

Where the Milk Officer is already in a separate building this Office might well be regarded as a branch office and be used to house duplicate records and a reserve stock of emergency cards.

The address and telephone number of the alternative and branch offices should be notified to the Divisional Food Office, the Local Authority, the Public Assistance Authority, the A.R.P. Control, offices of public utilities and wholesale and retail food trades.

16. Records.

The following records should be prepared at once in triplicate, one copy being sent to the Divisional Food Office, one copy being kept in the alternative branch food office, the third copy being retained in the existing Food Office.

1. Latest figures of registered customers (giving the buying population);
2. Register of retailers with the number of registered customers for each rationed food;
3. Register of permits issued to retailers;
4. List of Community Kitchens, if any;
5. Number of catering establishments and institutions indicating those which might be useful for emergency feeding on account of equipment (crockery, utensils, solid fuel and kitcheners);
6. Register of allowances authorised to establishments;
7. National Milk Scheme permit index (LD/5/A) and the register of institutions (Ins./LD/2a).
8. Record of Mutual Assistance Pacts between traders.
9. Principal Officials and traders' addresses and telephone numbers, home and business.

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10. Map showing streets, civic offices, food undertakings, alternative water supplies, food dumps, Emergency Rest Centres, public institutions and any other items of interest in emergency planning.

These records should be revised monthly.

17. Contacts.

Food Executive Officers should immediately discuss emergency arrangements generally with responsible officers of the Local Authority, the Public Assistance Authority, the A.R.P. Control, public utilities, and with the principal food traders. Such questions as the feeding of Civil Defence personnel and Reserves, Police and Fire Brigade Reserves, the arrangements made for alternative supplies of water, gas and electricity, community feeding, are all of direct concern to the Local Food Organisation. Full knowledge beforehand of the arrangements will be invaluable in time of emergency.

DURING THE ATTACK.

18. Every effort should be made to obtain a general picture of the effect of the attack, and a rough estimate of the number of people rendered homeless. If communication is possible the Divisional Food Office should be kept in touch with the situation. It is of particular importance to assess the need for mobile canteens as quickly as possible so that they may be mobilised and sent to the attacked area with a view to serving the people as quickly as possible with hot food.

AFTER THE ATTACK.

19. The first duty of the Food Executive Officer as soon as the attack has ceased is to assess the food position in his area so that he may determine whether it will be necessary to ask the Divisional Food Officer or the Officer in charge of the Divisional party to move supplies from other areas. This applies with particular force to bread and milk. He must also ascertain as soon as possible the extent of the destruction and damage to retail shops making arrangements if necessary for the re-establishment of retailers in other premises in the vicinity of their own shops. Where this is impracticable and the number of shops destroyed in a particular area necessitates it, he should make arrangements for sales from barrows, stalls and if necessary for improvised travelling shops to move into the area.

The Food Executive Officer must also maintain close contact with the Public Assistance Authority to ensure that their stocks of foodstuffs have not been damaged, and that any further supplies required are forthcoming.

20. The Food Executive Officer should ensure that Mutual Assistance Pacts are brought into operation should the occasion demand. These Pacts will materially assist the distribution of foodstuffs to the public.

21. Immediately upon receipt of information that a major incident has occurred in any town or area in his Division, the Divisional Food Officer will detail a party to proceed to the area. This party will be sent to co-operate with and not to supersede the Food Executive Officer. It will give all necessary assistance with regard to bulk

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28. Rationing.

In the light of the Food Executive Officer's survey of the food position in the area, consideration must be given as to whether the normal rationing procedure should be maintained or relaxed. No relaxation may be made without the sanction of the Divisional Food Officer or the officer in charge of the Divisional Party who will reach the area as soon as practicable. But in the event of urgent necessity where the Food Executive Officer is unable to communicate with either of these officers, he may use his discretion. Experience has shown that even in towns which have suffered heavily it should not be necessary to depart from the rationing system provided that the arrangements for emergency feeding are adequate. Should a large number of retail shops be put out of action, however, it may be necessary to authorise retailers to honour the coupons of customers registered elsewhere.

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23. Reports.

It is essential that a daily report on the position in the area of the attack should be made to the Divisional Food Officer through the senior officer of the Divisional Party or direct if he is not available. A specimen form of ....report (E.Z) is attached. These reports are immediately telephoned by the Divisional Food Officer to the War Room at the headquarters of the Ministry where they are collated with the reports from other areas, enabling the general position throughout the country to be assessed and remedial action to be taken where necessary.

24. INVASION.

In the event of invasion, it is not improbable that Food Executive Officers in certain areas will be cut off from the Divisional Headquarters and during this period it will be their duty to act upon their own responsibility with the object of maintaining food supplies to the public. Divisional Food Officers will furnish to their Food Executive Officers periodically statements showing the locations and indicate generally the quantities of the foodstuffs stored within their areas. These will be national stocks which may normally be held for the supply of adjoining areas, and are only to be encroached upon by the Food Executive Officer where such a course is essential in order to maintain supplies to the civilian population of the area. Should it be found necessary to take delivery of any part of these stocks careful record must be made; distribution would normally take place through the local trade channels.

25. GENERAL.

Conditions vary widely as between one food area and another, and it is therefore impracticable for the Ministry to lay down hard and fast rules to cover the multitudinous points of detail which arise out of a general consideration of the subject. These must clearly be dealt with by Food Executive Officers in the light of local conditions, but the foregoing instructions should be carried out in all cases save where for good and sufficient reason they are quite impracticable. The Ministry of Food is confident that Food Executive Officers will give their urgent personal attention to the completion of all emergency arrangements in their areas as soon as possible in the knowledge that they may be called upon in the near future to put them to the test of practical operation.

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B.Z. Report No.

REVISE

DIVISION.....

Town affected (Code No.).....Area mainly affected.....
(e.g. residential, industrial, docks, etc.)

Bulk Food Supplies

1(a) Shortages or difficulties particularly as regards Bread, Milk and Meat supplies.....

1(b) Undertakings damaged (Give Code No. followed by slight/serious, plant, premises or stocks) .....
.....

Distribution

2(a) Wholesalers - damage to premises, stock and transport

2(b) Effect on distribution to retailers and action taken to maintain supplies

2(c) Retailers -
Number demolished .....Number damaged.....

2(d) Is rationing being maintained? Yes/No

2(e) Are Mutual Assistance Pacts in operation? Yes/No

Divisional and Local Food Offices

3 Damage (incl. staff, premises and records)

Emergency Feeding	No. of centres	No. of persons	No. of meals
4(a) Rest Centres			
4(b) Emergency Meals Centres			
4(c) British Restaurants			

4(d) No. of Mobile Canteens in action - For general public.....
For A.R.P., A.F.S., troops etc. only.....

4(e) " " Field Kitchens " " .....

4(f) " " Food Convoy " " .....

4(g) Any serious depletion of emergency meals stocks -

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2(d) Is rationing being maintained? Yes/No

2(e) Are Mutual Assistance Pools in operation? Yes/No

Divisional and Local Food Offices

3 Damage (incl. staff, premises and records)

Emergency Feeding	No. of centres	No. of persons	No. of meals
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4(e) " " Field Kitchens " " .....

4(f) " " Food Convoy " " .....

4(g) Any serious depletion of emergency meals stocks -
Up to present?
Probable within next 24 hours?

Homeless

5(a) Approx. no. of homeless persons .....

5(b) " " " persons evacuated or billeted in surrounding areas.....

Public Utility Services

6(a) State of electricity, gas and water supplies to -
General public
Rest and emergency meals centres

Salvage

7(a) Steps taken

7(b) Difficulties encountered.

8. Any further comments:

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Signature .....

Date and time received .....

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CIVIL AFFAIRS STAFF COURSE

CA/P/54

PRECIS OF LECTURE ON WATERWORKS AND WATER SUPPLY

By H F Cronin, M C I E, Chief Engineer to the Metropolitan Water Board

In this lecture it is intended to deal briefly with the points set out below. The remarks apply generally to British practice but with modifications are applicable to other countries.

It is only proposed to touch on general principles and omit detail and to show lantern slides illustrating the different type of works or plant. Where no lantern slides are available, sketches on a blackboard can be made to assist verbal explanation. Where possible it is intended to give names of places where the particular natural features, type of country or system of waterworks exist.

It is hoped that questions will be asked if any points are not made clear or if any further information is required.

1. INTRODUCTION Importance of water supply.

Types of supply (a) by bucket from a spring or stream
(b) well in garden
(c) piped supply to standpost in street
(d) piped supply into house.

2. INCIDENCE OF WATER IN NATURE

(a) Rainfall
(b) Streams and rivers
(c) Springs
(d) Underground supply.

3. SYSTEMS OF WATER SUPPLY TO TOWNS AND AREAS WHERE EACH SYSTEM MAY BE EXPECTED

(a) Impounding reservoirs found in hilly country with relatively high rainfall. Water flows by gravity through aqueduct or pipe line to town. Examples - towns in PEMBROKE, TORQUAY, CARDIFF.

(b) River derived supplies. Towns supplied in this manner located on or near river in which water is relatively clear and pure. Pumping is an essential part of such a system. Examples - LONDON (over 80%), YORK, BEDFORD, ACCRA, YARMOUTH.

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(a) Impounding reservoirs found in hilly country with relatively high rainfall. Water flows by gravity through aqueduct or pipe line to town. Examples - towns in PENNINES, TORQUAY, CARDIFF.

(b) River derived supplies. Towns supplied in this manner located on or near river in which water is relatively clear and pure. Pumping is an essential part of such a system. Examples - LONDON (over 80%), YORK, BEDFORD, DORTEN, VAN-DUNI.

(c) Springs. Usually such sources of supply are found in rocky country or at base of chalk or limestone hills. Pumping may or may not be necessary, depending on the level of the spring. Examples - PORTSMOUTH, BRIGHTON (part of supply).

(d) Water obtained from sand or gravel beds near surface. Such supplies obtained from valleys and low lying land. Pumping force an essential part of such a system. Examples - RICHMOND (SURREY), CORK (IRELAND).

(e) Underground supplies. These supplies are derived from wells or boreholes. Their incidence depends upon geological formations, for example, such supplies would be expected in chalk, limestone, or/

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or sandstone country but not in clay country or where there is impermeable rock. Pumping forms an essential part of such a system. Examples - Brighton, Wolverhampton, Hull, Cromer, Doncaster.

4. ESSENTIALS OF ALL WATER SUPPLY SYSTEMS.

(a) Sufficient water must be available all the year round either naturally or supplemented by artificial means, and arrangements must be made to meet demands in years of drought.

(b) The water must be pure or must be capable of being purified. Saline water or rivers grossly polluted by trade wastes, e.g. the River Don at Sheffield, are unsuitable for water supply.

(c) The water must be delivered to where it is required. This may be performed by gravity or by pumping.

5. WHY WATER MUST BE PURIFIED.

6. SOURCES OF CONTAMINATION.

The important source of contamination is human excrement.

7. ESSENTIALS OF A GRAVITATIONAL SUPPLY SYSTEM.

(a) The catchment area and impounding reservoir.

(b) Filtration plant and chemical treatment apparatus.

(c) The pipe line or aqueduct.

(d) The service reservoir near the town.

(e) The distribution of water in the town.

8. ESSENTIALS OF A PUMPED SUPPLY SYSTEM FROM A RIVER SOURCE. (Also applies with modifications to a system of supply from water-bearing gravels and sands).

(a) The intake works.

(b) Storage reservoir or settling tank.

(c) Filtration plant and chemical treatment apparatus.

(d) Pumping the water into the distribution system.

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(b) Storage reservoir or settling tank.

(c) Filtration plant and chemical treatment apparatus.

(d) Pumping the water into the distribution system.

(e) The service reservoir and the distribution of the water in the town.

9. ESSENTIALS OF A WELL-DERIVED WATER SUPPLY SYSTEM.

(a) The borehole or the well.

(b) Pumping the water to the surface.

(c) Pumping the water into the distribution system. This is as for 8(d).

10. FURTHER NOTES ON PUMPING.

(a) Stress the importance of keeping the pumps running. For some undertakings pumping is continuous throughout 24 hours of the day.

(b)/...

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(b) Types of pumps and power required.

(1) Steam driven pumps.
These are probably the most reliable type of pump, they require a number of men to attend to them, are usually massive and slow running (this is not true of one type, viz. the steam turbine), they depend upon coal, a stock of which can be kept to tide over times when delivery of coal is interrupted.

(2) Oil driven pumps.
These are reliable if well looked after, compact, require less labour than a steam plant but require skilled attention more often than a steam plant; they depend on imported fuel, but a stock of this can be kept to tide over times when the delivery of oil is interrupted.

(3) Electrically driven pumps.
These are reliable, require a minimum staff to operate them, are susceptible to dampness (unless specially constructed) and need more protection from weather than Nos (1) and (2). Their great disadvantage is that they depend on the **op** of a power sta (under the control of another authority) and the transmission of electricity through vulnerable overhead lines or buried cables.

11. Pipes and aqueducts.
(1) Sizes and weights of pipe and depths underground.
(2) Pipe lines mostly of cast iron and steel, also concrete and asbestos cement are used.
(3) Masonry aqueducts. These may be met with in gravitational supply schemes, particularly in countries occupied by the Romans.

12. Special processes likely to be met with.
(1) Chlorination.
(2) Ozonisation.
(3) Water softening.
(4) Iron elimination.

13. Day to day duty of a waterworks.
(1) EXAMINATION OF WATER.
This is put in capitals to stress its importance. It is undertaken by bacteriologists and is essential to ensure that the water supply is safe for domestic consumption.

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(3) [redacted] These are reliable, require a minimum staff to [redacted] them, are susceptible to dirtiness (unless specially constructed) and need some protection from weather than Nos (1) and (2). Their great disadvantage is that they depend on the op of a power sta (under the control of another authority) and the transmission of electricity through vulnerable overhead lines or buried cables.

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(2) Staff and wages.
(3) Stores.
(4) Plant for repairs etc.
(5) Finance and water rates.

14. Damage to waterworks by enemy action.
(a) By bombing or shelling.
(b) By deliberate destruction or sabotage.
(1) Damage to impounding or storage reservoirs.
(2) Damage to purification plant (i.e. filtration and chemical treatment plant)
(3) Damage to pumping plant.
(4) Damage to mains and aqueducts.
(5) Pollution of water supply.

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15. Remedial measures and repairs to damage.

(1) Impounding or storage reservoirs. Damage to these usually involves major engineering works of a heavy and lengthy nature.

(2) Filtration plant. The repair of this damage takes time; as it is an essential part of the water supply system it is desirable to have mobile filtration plant and portable chlorinating plant, otherwise water should be boiled by consumers.

(3) Pumping plant - provision of portable plant. Interconnection of pumping mains if more than one pumping station is pumping into the system.

(4) Mains and aqueducts - repairs can be effected fairly rapidly especially in relatively small cities up to 100,000 inhabitants if plant, material and skilled men are available. The effects on the supply can be minimized if mains are cross connected.

(5) If sources of supply are poisoned or badly polluted they may have to be temporarily abandoned or additional purification plant installed. Expert advice from bacteriologists and chemists is essential.

16. Emergency water supplies.

If the town's supply system is destroyed emergency water supplies may have to be obtained from

(a) privately owned wells.
(b) streams, ponds or rivers.
(c) a pure source some distance away by means of a temporary pipe line.
(d) by sinking tube wells if strata is suitable.

In addition, water may have to be distributed by mobile tankers, water carts, etc.

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CA/371

CIVIL AFFAIRS STAFF CENTRE

PUBLIC WORKS AND PUBLIC UTILITIES (ENGINEERING SERVICES)

by MAJOR G.E. RHODES, R.E.

(a) General outlines
(b) Relationship to Civilian population, Trade and Industry
(c) Types of reconstruction problems.

1. REFERENCES

Military Manual of CA Sec. 14, paras. 71 and 72 Works Services; and see Est charts re Chief P.W.O. and Engineering staff.

2. PERSONNEL

Classes:

(a) Civil Engineers
(b) Mechanical Engineers
(c) Electrical Engineers

Each have different training and concerned with different types of problem, e.g.

(a) deal with design and construction of locks, harbours, railways, bridges, tunnels, cuttings, power stations, pumping stations, river-training works, flood prevention projects, roads, land reclamation, main drainage works, foundations, steelwork, reinforced concrete, hydraulics, reservoirs, and structures generally; also water schemes, sources, treatment, and distribution.

Classes (b) and (c) closely concerned with most of these, but in highly specialised manner. Team-work essential. Heavy mech plant in construction period, and machinery (later) operation.
(Est. W.Bd. 120 P. Stns; 1,000,000 W.S. £300,000 of which £85,000 mech. plant)

3. REPAIRS

2. PERSONNEL

Classes:

(a) Civil Engineers
(b) Mechanical Engineers
(c) Electrical Engineers

Each have different training and concerned with different types of problem, e.g.

(a) deal with design and construction of docks, harbours, railways, bridges, tunnels, cuttings, power stations, pumping stations, river-training works, flood prevention projects, roads, land reclamation, main drainage works, foundations, steelwork, reinforced concrete, hydraulics, reservoirs, and structures generally; also water schemes, sources, treatment, and distribution.

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(Met. W.Bd. 120 P. Stns; LOCKER W.S. £500,000 of which £85,000 mech. plant)

3. DEMARCATION

(i) Distinction between Public Works and Public Utilities. Latter, that branch of Public Works having direct bearing on daily life of a community, and on which industries are directly dependent.

Railways, telephones and telegraphs sometimes so classified, but for present purposes can be left out; highly specialised and for CA purposes form seperate groups (Transportation and Communications).

(ii) Following usually taken to be "Public Utilities", (sometimes referred to as Engineering Services) - 1713

(a) Water supplies (public)
(b) Gas supplies
(c) Electricity "
(d) Main drainage (and sewage disposal, to some extent)
(e) Refuse disposal.

Any/

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Any one of these may be a major problem in initial stages of taking over, or later through breakdown, sabotage, or enemy bombing.

(iii) In this country (a), (d) and (e) under general control of Ministry of Health, (Engineering Branch) since that Ministry is responsible for the 1,400 Local Authorities in ENGLAND and WALES. Responsible also for several hundred Water Companies; Gas, under Board of Trade, but for convenience of administration technically handled largely by Ministry of Health. Electricity, under Electricity Commissioners.

Apart from municipal ownership many private companies operate the first three, usually under own special Acts of Parliament. Also many Joint Boards, covering several Local Authority areas, each.

(iv) On Continent, in any given Region, advisable to find out as soon as possible who owns and runs these services, and have a map prepared showing their respective supply areas, pumping stations, power stations and so on.

Any information given in CA (or other) publications to be checked and perhaps corrected, on spot.

Of the five, WATER is by far the most important, as affecting industry, and daily life of civil population.

(v) Gas and electricity are commodities, for which consumers specially pay according to their consumption; usually run for profit.

Water is both a commodity and a public service, sometimes (as in LONDON) paid for separately from rates, and sometimes not. Trade and industry buy in bulk, and pay according to consumption.

Main drainage and refuse disposal are services, paid for wholly through rates and taxes.

(vi) Gas and electricity vary little in quality: if below standard, no effect on health and general welfare of community.

Water liable to vary very greatly in quality unless rigorously controlled; deterioration has immediate effect on community.

4. INDUSTRIES

Dependence on Public Works

General examples:-

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4. INDUSTRIES

Dependence on Public Works

General examples:-

Steel Messrs. Tatas (INDIA); new city. Stewarts and Lloyds, CORBY Reservoir 9 million gallons day (Special Act of Parliament).

Agriculture Irrigation. Sirdh Canal and Sukkur Barrage (INDIA); Nile Valley; Soudan (cotton).

Munitions and Engineering Works CREWE (£150,000 water scheme); COVENTRY, from River Severn; DERBY (R.R. Works) etc.

Milk processing Heavy water demands (N. LONDON recently £15,000).

Forestry FRANCE, SWITZERLAND and AUSTRIA, study tour i/c Forest Engineers, forest roads, bridges, sawmills, flumes, small hydro-electric schemes.

Power SWITZERLAND and Fr. Alps (tour) hydro-electric schemes on largest scale, supplies to railways and industries.

Similarly N. ITALY.

Specialised/

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Specialised industries HAUTE SAVOIE (Fr) aluminium plants, bauxite, needing vast quantities current (hydro-elec) at cheap rates. SHEFFIELD district, network of mains coke-oven gas inter-connected with town-gas systems; heat treatment for special steels.

Other areas, industries can only operate on gas for heat-treatment processes, others electricity; exception to find any factory independent of electricity for power and light.

Generally Most industries require large quantities of water; some want enormous quantities e.g. steelworks, paper, textiles, chemicals, sugar-beet, milk products and distribution (bottles, cleansing etc.)

5. PUBLIC WATER SUPPLIES

(i) Water .... essential to daily life of any community large or small; far more so than gas, electricity, telephones, drainage, and all the rest. Industry largely comes to a standstill in a matter of hours, without it. Some industries have own wells, boreholes or springs; most have not.

Even an undamaged drainage system is useless if no water to flush and operate it, and may then itself become a danger to public health.

Most communities, apart from hamlets and small villages that have never had piped supplies, would be "down and out" after 24 hours without water. (? SINGAPORE, and others).

(ii) Fire services paralysed: burning of CITY, PLYMOUTH, SHEFFIELD and others, this war; no water. (NFS have since created alternative supplies this country, but these alternatives unlikely on Continent).

CD Officers will have to bring in their fire experts to any discussions re adequacy or otherwise of pressures of water available, siting of hydrants, sizes of mains etc., in assessing value of any existing distribution system they may find: passing such advice onto Chief Public Works Officer, Local Authorities, or water companies, locally. If enemy bombing is likely to continue this co-ordination is vital, if proper fire-protection is to be guaranteed.

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Even an undamaged drainage system is useless if no water to flush and operate it, and may then itself become a danger to public health.

Most communities, apart from hamlets and small villages that have never had piped supplies, would be "down and out" after 24 hours without water. (? SINGAPORE, and others).

(ii) Fire services paralysed; burning of CITY, PLYMOUTH, SHEFFIELD and others, this war; no water. (NFS have since created alternative supplies this country, but these alternatives unlikely on Continent).

CA Officers will have to bring in their fire experts to any discussions re adequacy or otherwise of pressures of water available, siting of hydrants, sizes of mains etc., in assessing value of any existing distribution systems they may find; passing such advice on to Chief Public Works Officer, Local Authorities, or water companies, locally. If enemy bombing is likely to continue this co-ordination is vital, if proper fire-protection is to be guaranteed.

Water, therefore, essential to

(a) daily life of people
(b) restoration of industry
(c) protection from fire
(d) public health, in widest sense.

(iii) Vulnerability

Vulnerability not great, unless large mains are damaged severing big areas, (IF supply is gravitational); but if reservoirs at high altitude and of great volume, then catastrophies like recent RUHR Dams (WW2 action) may occur. Six months supplies of water coming down 1712 valley in 6 hours, in addition to smashing everything en route, probably cause even greater difficulties by leaving people and industry WITHOUT water for that period, or much longer.

If water-supply dependent on pumping stations, or whole thing on one such station, then degree of vulnerability high.

NOTE/

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NOTE As to bombing. Enemy having just vacated any given area will probably have most accurate knowledge all key sites, buildings, sources, and plants. And of all public utilities, e.g. La GOULETTE (Tunisia).

Discuss .... Thames Valley sources LOD Q.M. Ross.,
TIDDINGTON Weir, objects bombing, (actual results)

(iv) Difficulties of carting water, great weight. Family of 4 use ½ton day (100 gallons).

Service reservoirs, even very small undertakings, usually 48 hours supply in hand; a "factor of safety".

Value of inter-connecting mains, even small ones, between adjacent supply areas.

(v) Quantities needed

Normal allowance for urban areas, including some small trades etc.:-

	(a)	25 to 30 gallons head/day
restricted	(b)	say 15 gallons head/day
very restricted	(c)	5 to 10 gallons head/day
absolute minimum	(d)	2 to 3 gallons head/day

On normal scale-town of 20,000 people requires 500,000 gallons day.

If only a trickle of water in mains lowest areas will get it, and higher levels will get none. May have to resort to tanks, on vehicles.

Methods of enforcing reduced consumption (in emergency):-

(a) by limiting hours of supply, generally useless (give reasons)
(b) standpipes in streets, at intervals
(c) by leaving supply on to one house in a district, people collecting from it by buckets or receptacles.
(d) by carting, say 500 gallon tanks on vehicles. Costly and needs much organising; sometimes inevitable e.g. LONDON, BIRMINGHAM, SHEFFIELD, etc.

(vi) Quality

Even more important than quantity, except as to trade supplies (reason .... refer to para. 3 (vi) above). And civilian population in newly occupied territory might have little or no resistance to withstand even a single dose of contaminated water.

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Discuss .... epidemics CROYDON (cost town £150,000 at least), SOUTHSEA/PUTH, MALTON etc.
All due lack of care.
" Experiments Surrey on chalk formations, and in Herts.

This aspect is a Medical one, rather than Engineering, and Ot officers would take advice of MO, as well as that of CPHO. (Also, in part, a Geological one).

(vii) Sources, suspect and otherwise:-

(a) Surface waters, ponds, small streams. Always suspect. Analyses show 95% generally bad, either chemically or bacteriologically.
(b) Shallow wells. Similar, unless lined to some depth internally.
(c) Deep wells and boreholes, usually reliable, if similarly lined.

(d)/

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(d) Upland gathering grounds. Yield a fairly good water if rigorous control over farms and buildings on them. (? RAF activities in Lancs., oil, miles away in res.)

(e) Rivers and streams. Usually poor. Always need full filtration treatment.

(viii) Protection of sources

Following things are potentially very dangerous, and sites for them should never be permitted near any existing source of supply, or, above the level of it ....

(a) sewage disposal works
(b) refuse tips
(c) burial grounds
(d) certain noxious trades e.g. abbattoirs, hides and skins, certain chemicals, etc.
(e) camps and depots (unless connected to public drainage system).
Example .....recent cases (Bushey)

(ix) Treatment

By filtration, usually (a) "slow-sand" filters (old method)
(b) rapid-gravity filters
(c) pressure-filters

All using sand, varying grades.

Army now has mobile filters in large numbers, compact, high output, and efficient. (CA Officers may bear in mind existence of these, but always doubtful whether could be spared to assist civil population.) Filtration removes matter in suspension, and most of harmful bacterial organisms.

By sterilising.

To give a "second line of defence" filtration now always followed by Chlorination, even in very large undertakings (e.g. Met.W.B.).

If filters out of action, by bombing or otherwise, this chlorination can be adopted, temporarily. Many ways of using chlorine; simplest .... 1 oz. of bleaching powder to 50 gallons water. Or, liquids like "Milton", "Chloreon" etc.

Kills all organisms but may leave unpleasant taste of chlorine. Removable by hypo (photographic) 6 crystals to each gallon of water.

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(b) Filtration

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(c) pressure-filters

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Kills all organisms but may leave unpleasant taste of chlorine. Removable by hypo (photographic) 6 crystals to each gallon of water. This is NOT ESSENTIAL; the chlorination IS.

After bomb damage piles of water mains may have to be sterilised before being brought back into use, after repairs have been completed. Advice of MO imperative, and probably test-analyses.

Boiling.

This will sterilise equally well, if continued for at least 15 minutes. But civilian population usually will not take the trouble. They will "risk it".

However, no harm in giving them ORDERS to boil, thus giving a "second line of defence" to even sterilised (chlorinated) water.

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6. MAIN DRAINAGE FACILITIES

(1) Since many factories consume very large quantities of water every day, and all this immediately becomes waste after the processes it has

served/

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served, they cannot operate for long without easy and rapid disposal of the liquids; technically called "trade waste", or trade effluents.

(ii) Often a formidable quantity of highly noxious matter e.g. tar, oils, acids, chemicals, dyes and so on. Fatal to allow this to pass to local stream or river without purifying, or neutralising, if a few miles lower down a town takes water from it.

(iii) Discuss ... permissible dilution factors in rivers; natural recuperative powers; (not applicable to trade effluents.)

Paper factories, chemicals, beet-sugar, textiles, milk-processing; special features.

Examples .. Ministry of Agriculture (Map printing works) EPSOM
Ministry of Supply factory ESHER
Chemical factory, BUSHEY
"Ovaltine", WATFORD
BRADFORD (recovery, fats £40,000 p.a.)
M.A.P. Factories N. LONDON (res. etc)
Thames tributaries (N. WIDCOMBE)
WORCESTER W.S. (£200,000 scheme, protection)

(iv) Heavier liabilities placed on Local Authorities recently by new Act, ENGLAND and WALES to take and treat these industrial wastes. On Continent question may arise in connexion with re-starting of industries, on any scale, and duty of CA Officer (through his technical advisers) to find out, probably with assistance of Local Authority:-

(a) body concerned with safeguarding local streams and rivers, and
(b) whether industrialist is, or is not, legally responsible for rendering the waste liquids innocuous before they leave his own premises.

(NOTE: Neither a strictly Engineering nor strictly Medical question, but one for solution by chemist, analyst, or bacteriologist. May have to call on Director, Water Pollution Research Board (Dept. Scientific Research) LONDON, for an expert to advise.)

(v) Systems ....

3 main types:-

(a) "combined" Sewage, trade effluents, and surface and flood water, plus water from roads,

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"Cvalting", WATFORD
BRADFORD (recovery, fats £40,000 p.a.)
...P. Factories N. LONDON (res. etc)
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(v) Systems ....

3 main types:-

(a)	"combined"	Sewage, trade effluents, and surface and flood waters, plus water from roads, roofs etc.
(b)	"partially separate"	Takes sewage, plus a small proportion of surface and road water.
(c)	"separate"	Sewage and trade effluents only. (Surface water etc. to adjacent ditches or streams, via a parallel but separate pipe system).

It follows that for (a) the pipes are larger, deeper, and more costly; and in wet weather they must carry much heavier loads.

All systems gravitational; do not flow under pressure, and in this respect quite different from water-supply systems.

In selecting new site for any purpose, therefore, if it requires

drainage/

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drainage facilities it must have downward slopes away from it.

No use selecting a low-lying, flat, and otherwise suitable site, if it has higher ground all round it. May be water-logged, for weeks at a time.
Water, in a main, will travel up-hill. Flood-water, surface-water, trade-waste and sewage in a pipe will only travel downwards.

7. SEWAGE PURIFICATION WORKS

No need for CA Officers to go into this. Just note three main systems, in use both here and on Continent:-

(a) Land treatment; old method; effective where land is remote from residential areas, ample in area, and with suitable subsoil.

(b) Tanks and filters i.e., screening, sedimentation, bacterial filters and humus tanks; thence to nearest stream or river. (Usual process.)

(c) Bio-Aeration; latest, last 10 - 15 years. A number in GERMANY. Oxydisation and purification of almost any foul liquid by blowing through it quantities of air. Coupled with inoculation of the liquid at certain stage with an "activated" sludge.

Complicated in design, costly, easily put out of balance in operation, and involves masses of mechanical plant.

If purification works damaged by bombing or otherwise, or main culverts or sewers, then pre-arranged "emergency outfalls" would operate, at any rate temporarily. (as installed all over ENGLAND, e.g. POOLE, LCC N. Outfalls etc.). Importance of these.

8. GASWORKS AND DISTRIBUTION

If gas-holder damaged, or distribution mains (if not of large size), then supplies of gas not likely to be seriously affected.

Holders usually contain at least 24 hours supply, and would merely be cut out and consumers supplied direct from Works.

If retorts at Works damaged, or other vital parts, then eight be days or weeks before supplies restored. Same would apply if gas-mains

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8. GASWORKS, AND DISTRIBUTION

If gas-holder damaged, or distribution mains (if not of large size), then supplies of gas not likely to be seriously affected.

Holders usually contain at least 4 hours supply, and would merely be cut out and consumers supplied direct from Works.

If retorts at Works damaged, or other vital parts, then might be days or weeks before supplies restored. Same would apply if gas-mains got water or sewage in them (being in same crater), as occurred in LONDON so often during winter of 1940-41. ? ... Possibility of inter-connection of mains with adjoining undertakings.

9. ELECTRICITY SUPPLIES

Restoration of distribution cables (underground), or wires (overhead) probably fairly quick, after being damaged. But if power-station damaged position might be serious to any degree, and supplies would depend on existence (or otherwise) of a "grid" system, such as we have in this country.

As a Public Utility this service withstood bomb damage almost better than any other in this country, since by moving a switch current produced in (say) S. WALES could instantaneously be used in LONDON; or, vice versa.

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10./

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10. REFUSE DISPOSAL

Provided collection services by vehicles can be maintained this should present no serious problem. Some towns depend on "destructors" with a good deal of mechanical plant. If damaged, choose a piece of land that needs to be raised or levelled (but as to this refer to para. 5 (v) above); a distance from town or village, and adopt what is called in ENGLAND the "HEADFORD system" i.e. thin layers of refuse, covered daily with say 9" ordinary good soil to "beat" it; (after salvaging anything useful from it.) Result, if carefully done..... no flies, no nuisance, and in a few months a new open space or playing-field, level and smooth.

11. EXECUTION OF WORKS, or repairs.

Methods ..... (i) by "direct labour" (?civilian)

Contracts (ii) "lump sum" system
(iii) priced schedules
(iv) "prime-cost plus" system.

Materials .... supply to contractor or not, according to agreement.

Discuss- Each of four systems of execution has advantages, and corresponding disadvantages. (CPWO will at times want to discuss these with CE-C or his Deputy, and with Finance.)

12. FINANCING OF PUBLIC WORKS.
SUBMISSION OF ESTIMATES.

Loan sanctions. Loan periods based on expected "life" of project.
Outstanding debt. Repayment systems; sinking funds; annuity system; instalment system; etc. etc.

Capital and Revenue expenditure; distinction, as applied to Public Works and Public Utilities.

Estimates. CPWO probably a "big spender", and Finance will want reliable estimates, in advance.

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Capital and Revenue expenditure; distinction, as applied to Public Works and Public Utilities.

Estimates. CPWO probably a "big spender", and Finance will want reliable estimates, in advance.

Over-estimating and under-estimating; dangers of each from financial control standpoint. (Discuss. A.C.E. CALCUTTA, and Director Ordnance Factories). Small nucleus, costings and A/cs staff directly under CPWO .... advantages.

Reasons why sometimes opposed.
(Costs, simple war-damage reps. e.g. SOUTHALL, ESHER, etc.)

13. POOLS OF PLANT (Engineering)

Set up in LONDON Region and all over country, both for water (Met W.Bd. and 12 other Companies), and for main drainage. All types of pumps, steel and cast-iron pipes, girders, timber, valves, air-compressors, drills etc.

Portable. Discuss .... MS plant to Herts 36 hours
MD plant 12 months at ESHER.

On Continent possibly similar "pools" advisable, if enemy bomb damage continues.

14./

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14. WAR DAMAGE (general)

Experiments pre-war. Results misleading.

"Daily Telegraph" acid on Friday, 26.6.43

"ARP services in HAMM now almost wholly engaged in trying to keep public utility services in action, water, gas, and electricity."

e.g.(i) [illegible]; Thames mains; 11,000 mains; S. LONDON tube; DEPTFORD and BOWYELLS; LCC W. Outfall etc.

(ii) Generally - experiment of the 98 Local Authorities in the LONDON Region, M.W.S., L.C.C., and Water Companies.

(iii) N.AFRICA (Lecture W.) Genl. Mabbott - 2/7/43 - vital importance of Water Supplies, Power Stations and Pumping Stations - and Le Couteur, destruction.).

(iv) Protective measures:-

Guns A.A.; Blast and splinters; 14" brick work, or steel-plates etc.

July '43
JH.

S.E.R.

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TRANSFORMATION.

CA/P/34	Immediate Post-War Measures affecting Transport after the last war.
CA/M7/96	Establishments for Civil Affairs Branch Overseas (Transportation).
CA/326/114	Functions.
CA/M/121	Proposed Establishment.
CA/389	Transportation.
DS Notes CA/M7/68	Transportation and Movement Control.
CA/320	Civil Supply including Transportation.
CA/367	Civil Supply and Transportation.
CA/416	Civil Supply & Transportation Precis No. 1.
CA/424	do. Precis No. 2.
CA/437	do. Precis No. 3.

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C. A. S. C.

C√P/54.

SYNOPSIS OF LECTURE BY BRIG-GEN SIR O. M.SGE., KBE, CB, CMG, DSO.

INTERMEDIATE POST-WAR MEASURES AFFECTING TRANSPORT AFTER THE LAST WAR

Four Post-war Stages - Armistice
Relief
Peace Conference
Permanent Regime

Origin and Constitution of Supreme Economic Council.

Communications Section. Constitution
Organization
Resources
Duties
Personnel
Credits
Transport Missions
Area covered

Problems. Repairs to Track
The loco and Rolling stock question
Fuel
Relief Food Traffic
Cross Frontier traffic
Priorities - Need for powers of control; Black market

Telephone and Telegraph (emergency service)
Postal Services, telegraph, telephones and wireless (Civil Services)
River Commissions
European Trains
Passports and Customs regime
Census of Rolling Stock

1797

Winding up. Gradual transition to normal commercial functions
Transfer of outstanding problems

13 Mar 43
JH

CIVIL AFFAIRS STAFF CENTRE CA/M7/96

ESTABLISHMENTS FOR CIVIL AFFAIRS BRANCH OVERSEAS (TRANSPORTATION)

NOTE TO MEMBERS OF TN GROUP

In order that we may criticise constructively the draft ests circulated for our comments we must first define what we think will be the duties and responsibility of CA Tn personnel.

Here then to start with are my views on the whole question for your consideration.

1. You are already familiar with the separate functions of mil Tn and MC. We on our part will have to exercise both functions, and so our est must provide accordingly; and the movement appointments should be styled "Mov" to distinguish them from those of the Tn technicians.

2. MOV:- To begin with our mov work will amount to very little since the Army will supply the essential needs of the civilian population from mil stocks brought in by MC, and MC will require little or no help from us in the handling of this or any other of their traffic. Later the civilian traffic will increase proportionately against Army traffic and may consequently call for separate movement arrangements. Even so, though we may have to lay on those arrangements, we shall nevertheless require to approach the tpt services through MC channels (just as RAF MC and US Tn do at present) in order that all the heavy demands for traffic can be co-ordinated in a way that will save overtaxing the tpt resources. Up to this stage, therefore, we shall not need a large mov est; and even less so if our staff is to be located alongside of MC and can thus utilise their personnel and facilities (which too RAF MC and US Tn make a practice of).

Later still, however, when the Army moves forward and MC have more widespread port and mil facilities, CA Mov may be left with ports and rlys very much to themselves for catering for the civilian requirements. By then the civilian tonnage will no doubt have increased considerably in bulk and relative importance, necessitating quite a large CA Mov staff to handle it.

To sum up therefore: though we must have a Mov staff it will not need to be a large one - at least in the early stages. Initially its weight must lie in the calibre of the men at the top rather than in the numbers of people in the fd. That is to say, the value of CA Mov will for the most part centre first in the advice it is able to offer to the CCAO and his staff, secondly in the liaison it will be able to effect with the DQMG (Mov and Tn) and his staff, and thirdly in the planning it will undertake preparatory to setting up a complete CA Mov org at a later stage, when MC transfer their activities elsewhere.

Further in order to compensate for any initial shortage of personnel in the fd, and indeed to ensure uniform and efficient working, CA Mov should, in its physical

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other of their traffic. later the civilian traffic [illegible]
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Further in order to compensate for any initial shortage of personnel in the fd, and indeed to ensure uniform and efficient working, CA Mov should, in its physical location and in its daily activities, form part of the MC - RAF MC - US Tn team.

3. It is the work required to be done that determines what the est of a branch should be. Assuming, therefore, that the above correctly describes the functions and outlook of CA Mov, then the est required would appear to be roughly as shown in the att appx.

4. Tn:- In conformity with the principal adopted by MC and Tn of merging their overseas orgs, I have similarly included CA Mov and Tn in the one est, as will be observed from the Appx. But in CA the Tn responsibilities vis a vis the Army are vastly greater than those of Mov; moreover they will not gradually build up but will commence in full force at the outset of the campaign. The reason for this is that Tn are technicians and as such they are thin on the ground, and so they must have all the civilian assistance that can be mustered.

It will be CA Tn's responsibility, not only to help to secure that assistance from amongst a bewildered and disorganised community, but also to org and control it: also to re-establish the civil managements of docks and rlys and acquaint them with the Army's requirements and watch over them to see that those requirements are carried out. If the lack of food, housing and clothes hamper this civil co-operation the CA Tn Offr will have to find the remedy through his own CA branch or other

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appropriate services. As the chief rep of the native tpt orgn, and consequently their link in their dealings with the Army in the furtherance of mil ops, CA Tn Offrs will require to become members both of mil committees of control of tpt services and of civilian boards of management. In this capacity they will exercise all the functions of management, in order at first to satisfy purely mil operational needs and later to contribute to CA activities until such time as the civilian directors can stand on their own feet. In the early days the civil labour will supplement mil labour and policy will be dictated by mil needs; but when the Army passes on, extra civilian labour will have to be recruited to replace the soldiers, and foremen and managers appointed; and then policy too must be readjusted more to civil purposes.

That, briefly, is how I see CA Tn functioning; and if it represents a fairly accurate picture then the layout of CA Tn must assume a very different form from that of Mov. For instance a larger personnel is essential from the very outset, and the weight cannot, like Mov, be concentrated at the top - the initiative by way of action and improvisation must come, not from a central HQ, but spontaneously from the various officers dotted all around exercising the functions of local directors, for which reason they must have the necessary rank and influence. At the top the main function will be that of coord as is common to all tpt undertakings, and also the provision of much needed loans and stock and other equipment destroyed or removed by the enemy.

Only in one respect do Mov and Tn correspond - viz in the desirability that they should both be located on their jobs rather than at a central CA HQ.

5. One last small point - I feel that since we are a mil branch care should be taken to see that we are nevertheless recognised as separate from MC and Tn, otherwise the work on both sides might suffer. I suggest therefore that we ought to be identified by the prefix "Civ" - i.e. Civ Mov and Civ Tn.

24 Mar 43
DFB

L.T.N.

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CIVIL AFFAIRS STAFF COURSE.

CA/MOS/114.

FUNCTIONS.

FORCE HQ.

1. Unified control of Mov and Tn.

2. Mov - to advise CCAO on Mov Policy and org and liaise with D Mov (Mil).

3. Tn - To advise CCAO on gen project for supplementing mil plans for re-establishing tpt comns: approve and coord and allot priorities to proposals from below for repairs to (A) Dks, (B) Rlys, (C) Locos, (D) Rolling Stk, (E) Canals: estimate and order spares and stores: org re-assembly and re-distribution of locos and rolling stock: liaise throughout with D Tn (Mil).

L OF C HQ.

1. Unified control of Mov and Tn.

2. Mov - to advise DCCAOs regions on Mov Policy on L of C and liaise with MO (Mil) L of C HQ: supervise work of Mov on L of C and generally assist Mov at Force HQ.

3. Tn - to advise DCCAOs regions on Tn questions and progress: and cater for requirements of Mov on L of C.

LOWER LEVELS.

1. Mov - to control CA Mov and collaborate with MO (Mil) for coord with Mil Mov.

2. Tn - to undertake exec work of re-org civil tpt services and directing them - first under GHQ, later HQ L of C.

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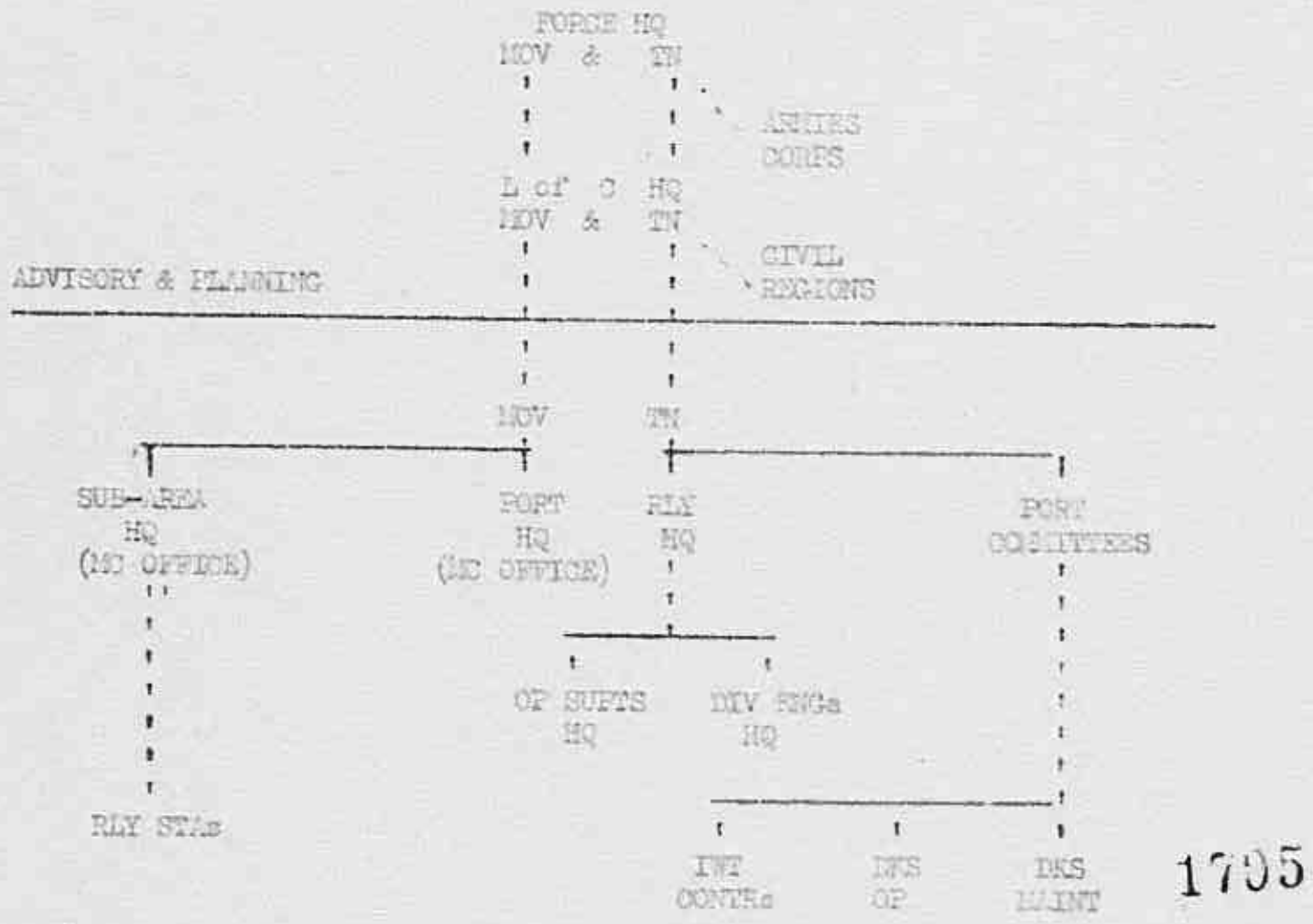
3. Tn - to advise DCCAOs regions on Tn questions and progress: and cater for requirements of Mov on L of C.

LOWER LEVELS.

1. Mov - to control CA Mov and collaborate with MO (Mil) for accord with Mil Mov.

2. Tn - to undertake exec work of re-org civil tpt services and directing them - first under GHQ, later HQ L of C.



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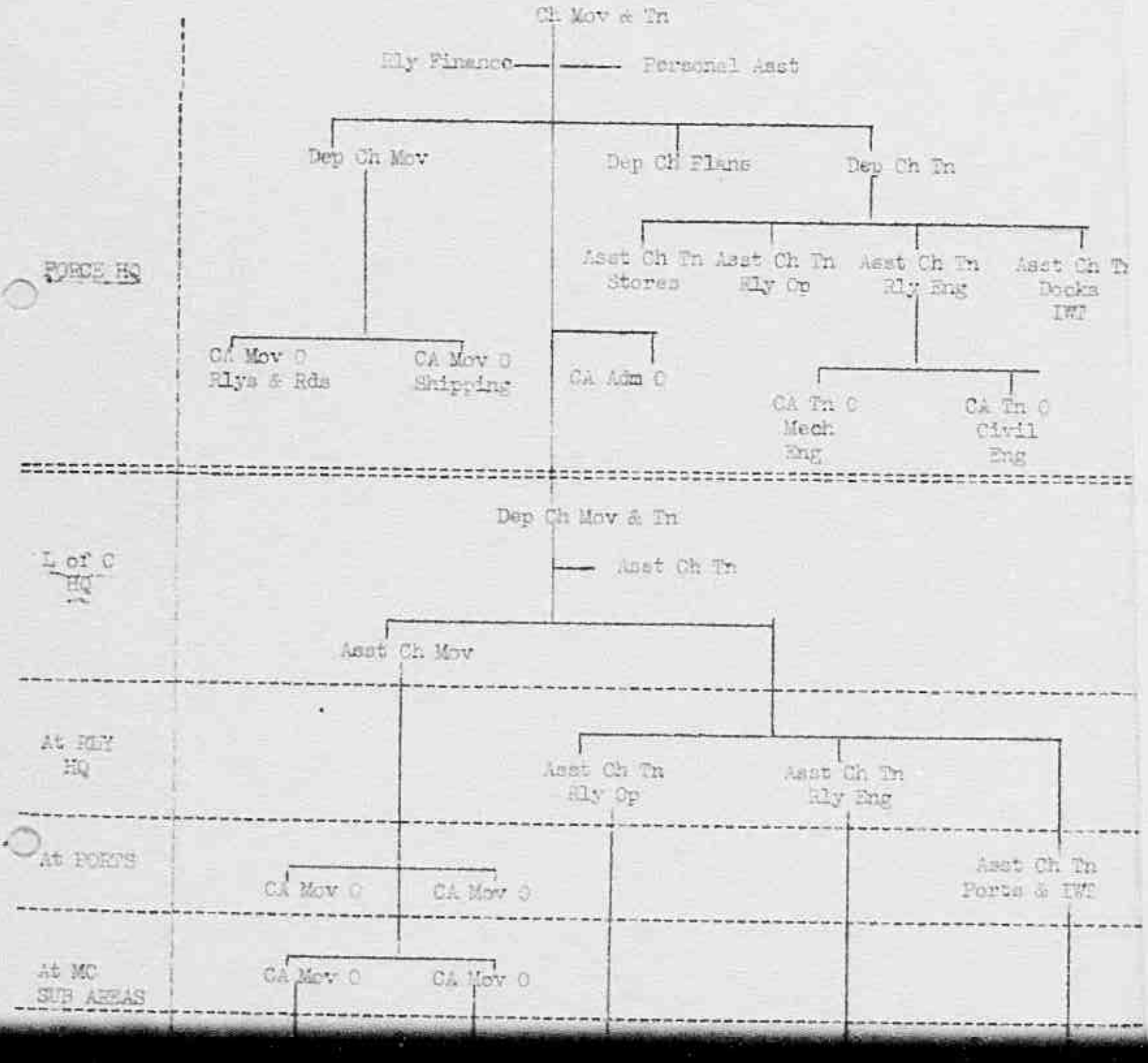
CIVIL AFFAIRS STAFF CENTRE.

TRANSPORTATION BRANCH.

PROPOSED ESTABLISHMENT



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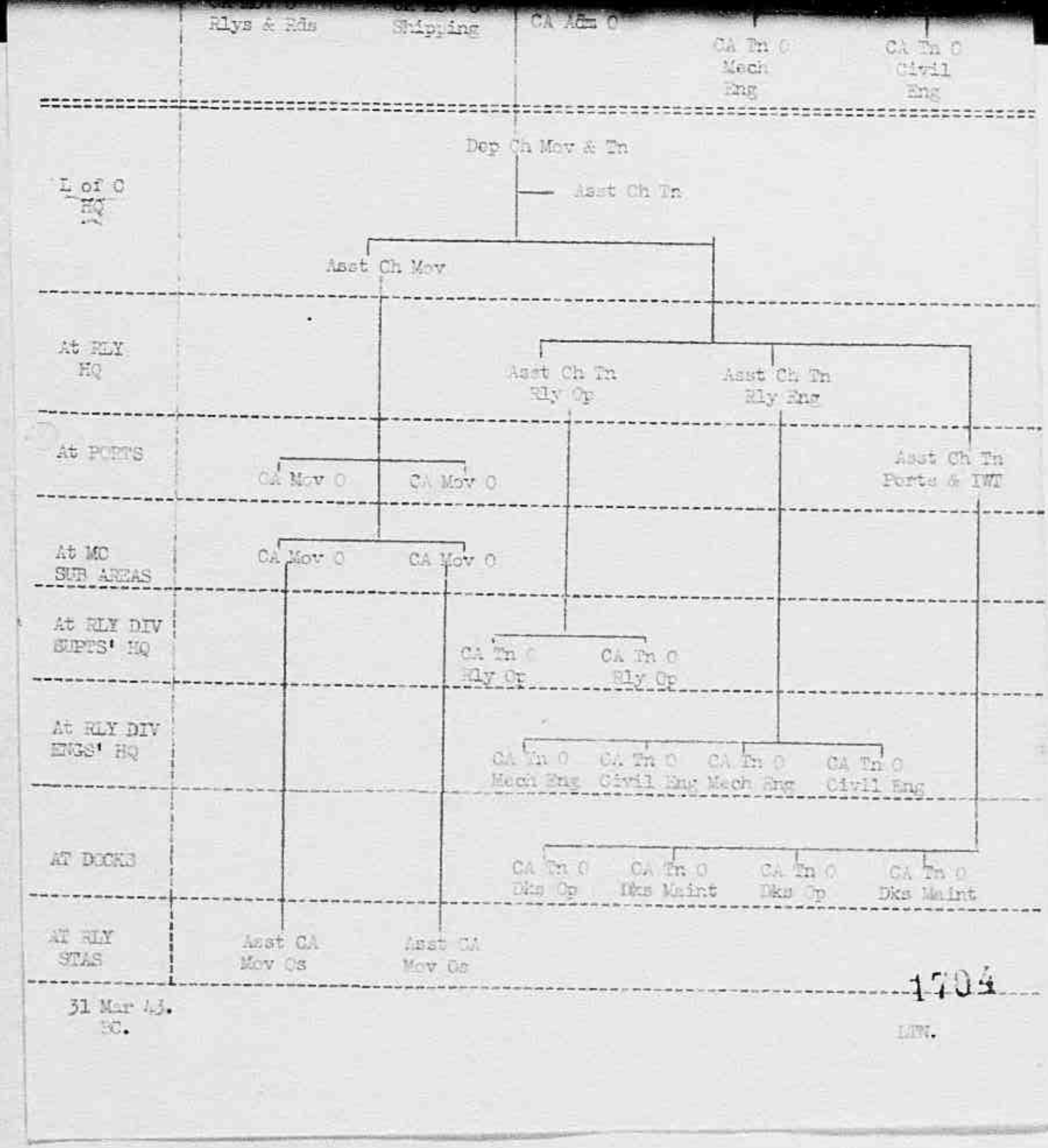

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Mr. Col Hedley Smith

CIVIL AFFAIRS STAFF CENTRE

CA/529

TRANSPORTATION

Headings under which information requires to be collected in order to provide a comprehensive record of the transportation facilities of a country or territory.

RAILWAYS

x Name of Railway
x Ownership of Railway (e.g. State or Private)
Gauges used
Route mileage of each gauge
x Approximate proportion of double lines
Number of locos on each gauge -
Steam
Electric
Diesel
Number of Railcars on each gauge -
Diesel
Electric
Number of Passenger Train Vehicles on each gauge -
Carriages
Vans
Number of Goods Vehicles on each gauge
x Extent of Electrification
System of Electrification -
Type of current
Whether overhead or third rail
Source of Electric Power
Location of Power Stations and Sub-stations, and what mobile Sub-stations are available
Type of fuel used for Steam Locos
Types of brake used on -
Passenger stock
Goods vehicles
Electric stock
x Loading gauges
x Line and Station capacities
x Maximum Axle loads -
Main lines

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x Approximate proportion of double lines
Number of locos on each gauge -
Steam
Electric
Diesel
Number of Railcars on each gauge -
Diesel
Electric
Number of Passenger Train Vehicles on each gauge -
Carriages
Vans
Number of Goods Vehicles on each gauge
x Extent of Electrification
System of Electrification -
Type of current
Whether overhead or third rail
Source of Electric Power
Location of Power Stations and Sub-stations, and what mobile Sub-stations are available
Type of fuel used for Steam Locos
Types of brake used on -
Passenger stock
Goods vehicles
Electric stock
x Loading gauges
x Line and Station capacities
x Maximum Axle loads -
Main lines
Branch lines
x Maximum permissible speeds
Signalling, including -
Telegraph
Telephone
Wireless
Weights of Rail, and whether -
Flat bottom
Bull-head
Ballast, whether good or deficient, and source of supply
Types of sleepers
x Ruling gradients
x Sharpest curves
x Main traffic flows
Loco Turning facilities -
Turntables
Triangles
x Loading facilities for goods at wayside stations
x Classes of Passenger accommodation
x Classification/...

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x Classification of Passenger and of Goods trains
x Particulars of Tunnels and Bridges
x Ancillary services -
Docks
Hotels
Ships
Road transport
Air transport
x Public Postal and Telephone facilities
Details of organisation, whether centralised or divisional
x Location of Headquarters and Divisional offices
x Titles of Chief Officers
Location of -
Locomotive works
Carriage and Wagon works
Repair shops
Engine sheds
Permanent Way shops
x Location of principal Marshalling Yards
x Rates and Fares
Last pre-war financial results -
Gross Receipts
Expenditure
Operating Ratio
x Working Time Tables - are they tabular or graphic. Do the latter show -
Gradients
Track layout
Local Coaling facilities
Local Watering facilities

PORTS

Draft of water, HWOS and HWLW - and range at Low water
Type of Dredgers available -
Steam, or
Diesel
Steam and Bucket, or
Suction
Method of disposal of spoil
x Number of Tidal basins and Wet Docks -
Draughts of water at High and Low water - HWOS and

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x Rates and Fares
Last pre-war financial results -
Gross Receipts
Expenditure
Operating Ratio
x Working Time Tables - are they tabular or graphic. Do the latter show -
Gradients
Track layout
Local Cooling facilities
Local Watering facilities

PORTS

Draft of water, HWOS and HWLN - and same at Low water
Type of Dredgers available -
Steam, or
Diesel
Bucket and Bucket, or
Suction
Method of disposal of spoil
x Number of Tidal basins and Wet Docks -
Draughts of water at High and Low water - HWOS and HWLN
Wet Docks -
Acreage
x Quayage
x Transit Sheds
Draught of water alongside quays
Dimensions of Entrance Locks

x Cranes -
Numbers and Lifts
Type and form of power
Pneumatic Grain Elevators
Coal discharging and Bunkering plants
Heavy lifting and floating Titan cranes

Power/...

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Power for Dock Gates and Cranes -
Electric, or
Hydraulic
Location of Powerhouses

Dock Railways -
x Number of Sidings and Wagon capacity of each
Weight and type of rails and method of laying
Number and type of locos - steam, diesel or electric

Private Loading Berths, with draughts

x Petroleum Berths -
Dimensions
Tankage

x Types of Rail and Road Bridges in docks -
Bascule, or
Swinging
Source of Power
Situation of Powerhouses

x Ownership of Docks and Dock Railways

Dry Docks and Pontoons -
Number and dimensions
Ownership

Tugs -
Number
Whether privately owned or dock owned

x Ferries, when and how operated

Loco, Wagon and Crane Repairs
Situation of Dock Workshops, and whether dock owned
Slip for attending to repairs of dock owned craft

INLAND WATER TRANSPORT

Canals and Navigable Rivers

Declassified E.O. 12356 Section 3.3/NND No. 785016

Swinging
Source of Power
Situation of Powerhouses

x Ownership of Docks and Dock Railways

Dry Docks and Pontoons -
Number and dimensions
Ownership

Tugs -
Number
Whether privately owned or dock owned

x Ferries, when and how operated

Loco, Wagon and Crane Repairs
Situation of Dock Workshops, and whether dock owned
Slip for attending to repairs of dock owned craft

INLAND WATER TRANSPORT

Canals and Navigable Rivers
x Length
Draught of Water
x Places served
Width at waterline and at bottom
x Number of locks, and height of lift in any section
Dimensions of locks, and how operated
x Clearance at Bridges, and whether any swing or bascule bridges, and source of power
x Number of tunnels and clearance
x Passing places in narrow sections
x Junctions with other waterways, and at what mileage
Any power-operated lifts
Aqueducts
Method of replenishment of canals, i.e. by reservoir, etc.
x Position of sluices in case of flooding
x Position and form of emergency dams for isolating any section
Method of upkeep of banks

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x Form/...

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x Form of barge propulsion -
Self propelled
Electric mule
Man or Horse power
Method of use in tunnels

Methods of Dredging

x Salvage of sunk craft

Icebreakers -
Type
Where situated

x Wharfage
Loading and unloading arrangements

x Normal location of operating headquarters.

ROADS

Road construction -
Nature of surface - wooden, tarmac, etc.
Nature of foundation - concrete, brick, rubble, etc.
Sources of supply of repairing materials, and reserves available
x Stand and widths
x Gradients
x Classifications for traffic
x Road Telephone boxes
x Any periodical blockages caused by snow, floods or subsidences

x Bridges -
Statutory minimum heights of overbridges
Warning notices of low heights
Weight limits of under bridges
Classification

Production and Repair of Vehicles -
Location of works
Class of vehicle manufactured, overhauled or repaired
Types of plant, machine tools, machinery, foundry,

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Road construction -
Nature of surface - macadam, tarmac, etc.
Nature of foundation - concrete, brick, rubble, etc.
Sources of supply of repairing materials, and reserves available
x Stand and widths
x Gradients
x Classifications for traffic
x Road Telephone boxes
x Any periodical blockages caused by snow, floods or subsidences

x Bridges -
Statutory minimum heights of overbridges
Warning notices of low heights
Weight limits of under bridges
Classification

Production and Repair of Vehicles -
Location of works
Class of vehicle manufactured, overhauled or repaired
Types of plant, machine tools, machinery, foundry, welding plant, and whether any of it is mobile
Body building shops

x Classes of Vehicles available -
Carrying capacity
Overall dimensions
Turning circle

x Depots and Garages
Location and capacity
Roof clearance limits
Standard equipment - conveyors, etc.
Fuel storage - type and capacity
Workshops and Repair Plant
Transporters
Fire-fighting equipment

x Public/...

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x Public Passenger Vehicles
- Scale of fares
- Rating authority for fares
- Ticket systems

x Transport Contractors
- Location
- Rates and charges - classification
- Rating authority

Tramways and Light Railways and Trolleybuses
- x Where in operation
- Power - location of Generating and Sub-stations, their capacity and output
- System of distribution of power - overhead or underground
- Pole standards - spacing and building attachments
- Gauge, weight, type and method of seating of rails
- Signalling system

x Animal Transport -
- Extent and nature of uses
- Class of goods or passengers carried
- Fodder, bedding, etc., available
- Location

x Liquid Fuel and Lubricants -
- Sources of Supply
- Storage accomodation
- Fuel Supply Vehicles

x Alternative Fuels -
- Coal
- Charcoal
- Timber
- Producer Gas
- Sources available
- Extent of known uses

x Tyres -
- Makes in use
- Sizes normally used in heavier types
- Sources of supply

x Statutory -

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Gauge, weight, type and method of seating of rails
Signalling system

x Animal Transport -
Extent and nature of use
Class of goods or passengers carried
Fodder, bedding, etc., available
Location

x Liquid Fuel and Lubricants -
Sources of Supply
Storage accommodation
Fuel Supply Vehicles

x Alternative Fuels -
Coal
Charcoal
Timber
Producer Gas
Sources available
Extent of known uses

x Tyres -
Makes in use
Sizes normally used in heavier types
Sources of supply

x Statutory -
Licensing
Laws and Bye Laws affecting public transport undertakings.

TRANSPORTATION PERSONNEL

Supply and Control systems
Conditions of Service
Rates of Wages
Trade Unions
Personal Equipment.

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NOTE: Headings marked thus "x" are of interest to all users of the various means of transportation.

The remaining headings concern only technical transportation personnel.

Jun 43.
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CIVIL AFFAIRS STAFF CENTRE.

TRANSPORTATION AND MOVEMENT CONTROL.

Ref. Precis No.CA/M7/66 DS Notes.

1. In the ops which are to open the way for CA to take up their duties, the rlys are not expected to be in working condition before D + 90.

2. Needless to say Tn and MC occupy themselves only with the particular parts of a rly system over which mil traffic passes. In a friendly country with well equipped rlys Tn's duties are for the most part purely advisory, except where it is required to undertake new constr for mil purposes.

3. The normal channel of approach to Tn by the Supply Services for improvements in rail, waterway or port facilities is through MC. Where necessary MC consult Q either as to the justification for the request or as to its relative priority, and in the light of Q's comments MC inform Tn whether or not the proposal should be put up for Tn approval.

4. MC are in fact the staff branch of Movements and Tn the Service. At War Office and Fmn levels MC are known as Q(M) to identify them as a Q branch, and the Offrs hold Q appointments.

5. Inasmuch as the tpt services are virtually without boundaries, so therefore must MC be unfettered by too close an identity with the normal mil set-up. For this reason MC are at all levels a War Office branch at home and a GHQ branch overseas regardless of the fact that they are dotted about everywhere. The most insignificant of MCOs can, if the need arises, claim to speak and act with the authority of the CIGS.

6. For moves involving a sea voyage complete control is exercised by MC in arranging the rail part of the journey no matter how small the party, and in routing and timing the rail convoys no matter how few vehs are concerned.

7. For infm regarding Movement, Units and Fmns are encouraged to approach MC for, if necessary, an MC Offr to go and address them.

8. The div of responsibility within MC places Personnel, Unit Equipment and manned Vehs (incl AFVs) in one category, and Bulk Stores and Equipment and un-manned Vehs in another. Specially built flat bogey wagons are provided for the movement of tanks by rail, and these are usually marshalled into standard trains, complete with ramp wagons for unloading the tanks at places where there are no end-on dock facilities.

9. MC control movement forward to Corps rear boundary. Forward of that the movement is called Distributory Movement and is under Corps arrangements.

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6. For moves involving a sea voyage complete control is exercised by MC in arranging the rail part of the journey no matter how small the party, and in routing and timing the rd convoys no matter how few vehs are concerned.

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9. MC control movement forward to Corps rear boundary. Forward of that the movement is called Distributory Movement and is under Corps arrangements.

10. Major moves by rail and rd, or by rail, rd and sea, call for the most careful and intricate planning which varies in form according to their tactical significance and the degree of urgency. Moves overseas of an assault force are planned on the highest levels in minute detail by the combined staffs, and involve stowing the ships so that stores and equipment are spread to minimise the effects of sinkings, and so that on arrival first things come off first.

11. Movement by rd nowadays assumes relatively so great an importance that more and more care is being devoted to its control. In the absence of rlys on the L of C, specially selected rds may have to be reserved as Adm Routes, in which case traffic over them will be timed and controlled like on a rly, and no MT will be able to venture on them without application.

23 Mar 43.
LCM/MC.

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CIVIL AFFAIRS STAFF COURSE.

TRANSPORTATION AND MOVEMENT CONTROL. CS/M7/66.

INTRODUCTION. The scope and functions of Tn and MC have undergone so many changes since the present war began that the manuals relating to them are quite out of date. Org and procedure have therefore come to be based on numerous pamphlets and directives.
At the War Office Tn and MC are separate branches, each having its own Director - DTn and DMov. This is also the case at the lower levels in the UK; but overseas the tendency is to unite them more and more closely, under a DCMC (Mov & Tn) with a DMov and DTn responsible to him.
The differences between the functions of Tn and MC can briefly be stated thus: Tn provide the transportation facilities and MC plan and supervise the use of them.

TRANSPORTATION. As their function implies, Tn personnel consist essentially of Offrs and men highly skilled in their respective spheres of work. They are therefore generally speaking too thin on the ground to man entirely unaided the whole of the Tn services required by the Army. In consequence Tn always aim at utilising the available civilian org and resources to the fullest possible extent - working under Tn direction or with their collaboration as circumstances may require.
Scope of Activities. Tn are concerned with the constr, op and mt of Rlys, Inland Waterways and Port facilities. They also give technical advice to MC who on their part scrutinise all proposals for new constr and inform Tn as to their merits from a MC point of view.

Organisation.

GHQ Staff responsible to DTn

RAILWAYS -
(DD Rlys
(DTn Const & Maint
(ADTn Op
(ADTn Tn Stores
(ADTn Finance
(DADTns etc

HQ Const & Maint Group
1 Rly Svy Coy
3 Rly Const Coys
1 Rly Br Coy
1 Mech Equipment Coy
(The functions of these coys are as their names imply, with the exception of the Mech Equip Coy who are concerned with earthworks)
HQ Rly Op Group

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Scope of Activities. Tn are concerned with the constr, op and maint of Rlys, Inland Waterways and Port facilities. They also give technical advice to MG who on their part scrutinize all proposals for new constr and inform Tn as to their merits from a MG point of view.

Organisation.

RAILWAYS -

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(DD Rlys
(ADTn Const & Maint
(ADTn Op
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(ADTn Finance
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HQ Const & Maint Group
1 Rly Svy Coy
3 Rly Const Coys
1 Rly Br Coy
1 Mech Equipment Coy

(The functions of these coys are as their names imply, with the exception of the Mech Equip Coy who are concerned with earthworks)

HQ Rly Op Group
2 Rly Op Coys
HQ Rly Wksps Group
2 Rly Wksps Coys
HQ Tn Stores Group
2 Tn Stores Coys

(When Rly is op entirely by Mil)

HQ Rly Telegraph Coy
1 Telegraph Op Section.

INLAND WATER TRANSPORT (IWT) -

GHQ Staff responsible to DD Docks

(ADTn Op
(ADTn Maint
(DADTns etc

(For the op of inland waterways the Army relies on whatever barges and other craft can be hired from civilian sources. IWT staff are responsible for the hiring and for seeing that the craft are properly used and maintained).

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PORTS -

GHQ Staff responsible to D Tn

(DD Docks
(AD/Tn Constr & Maint
(AD/Tn Dks Operating
(DADTns etc

HQ Docks Gp
1 Dks Maint Coy
4 or 5 Dks Op Coys

(DD/Dks negotiates all financial arrangements with the civil port authorities appertaining to the work of his branch; and he maintains all the necessary records and statistics of port activities. Liaison with the Navy is maintained through a Div Sea Tpt Offr (DSTO). The DSTO decides where ships shall berth and, where necessary, provides lighters for discharging them. The Dks Op personnel, however, are responsible for checking the stores as they leave the ship, and for their transit to the docks exchange sidings, at which pt MO takes over).

MOVEMENT CONTROL. MO do not authorise movement, but plan and supervise the moves ordered by the competent authorities.

All applications for movement by rail (when authorised) must be made through MO, except in the case of internal moves of small parties of tps and of odd small consignments of stores, such as the rly coys agree they can cope with in the ordinary way. In Gt Britain, parties not exceeding 20 men, may travel without ref to MO, and so may one or two wagon loads of stores.

Moves involving a sea voyage are strictly controlled and may only take place under MO arrangements.

Movement by rd is not directly subject to MO supervision; but where a convoy exceeds a certain maximum number of vehs (50 in Gt Britain), or where the route to be followed is specially reserved for operational purposes, then particulars must be submitted to MO for the move to be co-ordinated with others along, or crossing, the route.

Scope of Activities. MO plan and supervise all movement of personnel, vehs, cgot and stores - with the above small exceptions - by rail, rd and sea. They advise and assist Fmns and Units in matters of procedure and documentation for departure overseas, and generally serve as a link between the Army and the tpt services for the free flow of traffic under the existing conditions of war.

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ORGANISATION - RAILWAYS AND ROADS -

GHQ Staff responsible to D Mov

- DD Mov Rd & Rail
- AQMG(M) Rd Movement
- DAQMG(M) Rd moves
- SOs etc
- AQMG(M) Rail Movement
- DAQMG(M) Personnel & MT (Rail)
- SOs etc
- DAQMG(M) Traffic Control
- SOs etc.
- DAQMG(M) Sparen (Rail)
- SOs etc.

HQ Army Area AQMG(M) } responsible to D Mov GHQ
HQ L of C Area DD Mov }

HQ Base Sub Area AQMG(M) } responsible to DD Mov L of C
HQ L of C Sub Area DAQMG(M)

TC Gps
2 or 3 TC Coys
MO Gps
RTOs etc

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(Traffic Control are administered by the Provost branch but work under MO in the Army and L of C Areas. They are responsible for routing and directing rd traffic by the signposting of suitable routes and diversions and the posting of policemen along them.

On the rail side, MO constitute a network covering more or less the whole area in the occupation of the mil. That is to say: MO Gps are deployed in a way that provides for a MO District HQ in all sub-areas of the L of C where it is needed, and for RTOs and their staffs to be stationed at all main RHs and other important rail centres. Though primarily concerned with rail traffic, these district offices, also RTOs will advise on all other movement questions).

SHIPPING -

GHQ Staff responsible to D Mov.	(DD Mov Shipping (AQMG(M) Shipping (DAQMG(M) Shipping, Personnel & MT (SOs etc (DAQMG(M) Shipping, Stores (SOs etc
At Docks responsible to AQMG(M) Base Sub-Area, and through him to DD Mov L of C	(DAQMG(M) Docks (ESOs (RTOs (MPO (DAQMG(M) Depots - Base Sub-Area (RTOs

(As a rule, personnel sail on tp ships along with their G1098 supt: MT is loaded separately on to MT ships, and bulk stores into stores ships.

The identity of units moving overseas is concealed by the use of unit serial nos. This applies to personnel and to their MT and supt - the supt bearing in addition a specified colour-coding to facilitate sorting on arrival. Stores too have a colour code together with various symbols stencilled on the wrappings, all for the same purpose.

Strict compliance with time schedules and all other movement instrs is imperative in movement overseas. The reasons are obvious - rigid adherence to stowage plans for convenience at destination: full utilization of shipping space as planned: rendezvous with the other ships in the convoy at the appointed place and time: security.

No less imperative is the need for accurate documentation: for both personnel and stores; and here again the reason is obvious:

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	(DA&QMG(M) Shipping, Stores (SOs etc
At Docks responsible to DA&QMG(M) Base Sub- Area, and through him to DD Mov L of C	(DA&QMG(M) Docks (ESOs (RTOs (MFO (DA&QMG(M) Depots - Base Sub-Area (RTOs

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No less imperative is the need for accurate documentation, for both personnel and stores; and here again the reason is obvious:

The port area, whether at home or overseas, must be kept clear. Therefore tps as they disembark and stores as they are landed must be rapidly checked and moved off into the base sub area. Inaccuracies or omissions in the ship's papers, or in the marking of stores, cause delay and so hamper the working of the port.)

MILITARY FORWARDING ORGANISATION.

GHQ Staff responsible jointly to DD Mov Shipping and DD Mov Rd & Rail	DA&QMG(M)
At Docks responsible to DA&QMG(M) Docks	MFO

(MFO deals with assorted small consignments of stores, e.g. parcels for home for tps: returned kit and effects of deceased offrs, etc.)

17 Mar 43
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CIVIL AFFAIRS STAFF CENTRE. CA/320

FUNCTIONAL DISCUSSION - CIVIL SUPPLY
INCLUDING TRANSPORTATION.

SUBJECT

Military Procedure for the supply and transportation of Stores to the Army.

In order that Civil Affairs officers, working as a branch of the Army Staff, may be competent to devise and operate a system of Civil Supply, it is essential that they first know and understand the Military system and be familiar with normal army procedure.

GENERAL EXPLANATION

As a general rule units and services are equipped for their particular role in the war before they embark on operations. That is to say: infantrymen are supplied with their rifles and personal equipment, artillerymen with their guns, etc. etc. when the units are mobilised. This is known as G1098 equipment.

Food rations too are provided for current consumption and for the duration of any short journey.

Stores and equipment so issued are, as it were, the property of the unit, and it is the unit's responsibility to take care of them. But that is only a very minor part of the stores problem facing an army in time of war: vast reserves of food must be accumulated at accessible points: ammunition has to be continuously replenished: vehicles, guns, tanks, etc. need to have parts replaced; and equipment generally has to be renewed, changed or augmented. It stands to reason, therefore, that the task of keeping the army continuously and fully supplied and equipped calls for a tremendous feat of organisation and concentration.

BASIS OF ORGANISATION

The manufacture and production of military stores is a nation-wide enterprise in war-time, wherein the soldier participates only in matters of design and general supervision. But in the disposal of the stores and maintenance of equipment the arrangements are essentially in the hands of the Army - and in particular of the Quartermaster General and his staff.

For purposes of organisation, stores and equipment are grouped, and each of these groups is the responsibility of one particular department, or Service

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are supplied with their rifles and personal equip[illegible] their guns, etc. etc. when the units are mobilised. This is known as G1098 equipment.

Food rations too are provided for current consumption and for the duration of any short journey.

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For purposes of organisation, stores and equipment are grouped; and each of those groups is the responsibility of one particular department, or Service as it is officially called. At the head of every service - at the War Office - is a director; and from him the chain of responsibility extends down to formations. This in fact means that there are specialists in each class of stores and equipment in the persons of deputy-directors, assistant directors and deputy-assistant-directors as the case may be at all formation Headquarters, whether at home or overseas, down to divisional Headquarters; and though these officers owe allegiance to the formation commanders in all matters of administration and operations, they nevertheless have direct access to their superiors in their own service on all technical questions, and through them right back to their War Office directorate. And so in both the supply and the maintenance of stores and equipment for the fighting forces the specialist personnel of the services are widely distributed for the task, and yet they function as complete entities.

Transportation and movement being essential factors in the supply of stores, they too are controlled by War Office directorates: the Director of Transportation is charged with providing the necessary port and railway facilities (for which purpose he has on his establishment docks and railway operating and construction personnel), and the Director of Movements directs the Movement Control organisation which plans, organises and supervises the use of the available facilities.

GROUPING OF STORES/

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GROUPING OF STORES

Services are responsible for groups of stores roughly as follows:-

SUPPLIES and TRANSPORT for food, motor transport, petrol, oil, lubricants, fuel, etc.

ORDNANCE for ammunition, weapons, armoured fighting vehicles, clothing, barrack stores, etc.

MEDICAL for medical stores and hospital equipment.

ROYAL ENGINEERS for engineer stores and equipment.

TRANSPORTATION for transportation stores and equipment.

METHODS OF SUPPLY

Stores other than unit stores and equipment mentioned earlier, are generally referred to as bulk stores. The practice is to ship all bulk stores from country of origin to Base Depots in the theatre of operations - base depots being of a predetermined size and capacity according to the size and role of the forces to be served. If the bases are far in the rear of the forces and the lines of communication are consequently long, the next stage in transit is to advance depots; but, in general, distribution to formations is made direct from base depot, to railhead if by rail and to roadhead if by road.

METHOD OF ORDERING FORWARD SUPPLIES

Normally stores are supplied 'on demand'. That is to say: representatives of each service at formation Headquarters assess their requirements in the light of current or forthcoming events and then indent for them on their base depots (via higher formations and Force Headquarters). Base depots then for their part have to replenish stocks by application to Force Headquarters, who vet and consolidate the various demands in order of priority and pass them back to the War Office for shipment. If the necessary stocks already exist at depots at home they provide for shipment; otherwise an order is placed with the Ministry of Supply.

A variation of this procedure occurs in the abnormal conditions surrounding the initial stages of operations. In assault landings, for instance, the stores arrangements are part and parcel of the plan of operations, and stores are selected and scheduled for stowage by the planners accordingly. Also, until such time as formations and General Headquarters have settled down to their task, the War Office service directorates estimate requirements

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Another variation is the system of Local Purchase which enables representatives of services in a theatre of operations to buy from the local population such stores as can conveniently be spared for the use of the army. This saves shipping and also fosters civilian employment.

Except in enemy territory or in an emergency, the requisitioning of civilian stores is a practice seldom, if ever, resorted to by the British military authorities.

METHOD OF SHIPPING/

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METHOD OF SHIPPING

As is well known, shipping is a bottleneck, probably for 'long sea voyages' (e.g. from ENGLAND to the Middle East) and 'short sea voyages' (e.g. the Channel crossing). Therefore all countries, whatever its use may be for purposes, is pooled in the control shipping authority is the British Ministry of War Transport. The procedure for the Army is that the Director of War Transport shipping tonnage required; the Ministry of War Transport and stows the cargo; and the Navy arranges the escort.

All arrangements under these various heads, when finally arrived at for each convoy, are co-ordinated in a shipping programme prepared by Movement Control, which lays down in addition the detailed arrangements for the dispatch of stores to ports of shipment and stipulates alongside dates, marking, number of packages, etc. A copy of this programme goes to everyone concerned at home and abroad.

In the absence of sufficient shipping to ship with the total tonnages called for, although in on the basis of relative requirements as described above by each service, requirements of stores Office according to the priorities particular order of priority, put them by all Directors concerning together at regular meetings to establish a common

It is as an outcome of these meetings conference that Movements calculates shipping requirements and accordingly agreed upon so as to allocate the stores concerned in the shipping programme for despatch to port.

MOVEMENT CONTROL

It will be observed that the Director of Movements and Transport supervises movement: control is the responsibility of either to authorise movements or allocate it.

The difficulties for shore to be overcome, the supply services, ocean through inadequate on channels, inland and authority for priority; lack of the only rail the lack of sufficient port; the storage at the port of the difficulty to base depots and shortages to meet the operation fully.

called for, allowing in all the above for service wastage, etc. These requirements as determined first by each service Directorate at the War Office ascertaining from its representatives at Force Headquarters their particular order of priority, and then by all Directorates conferring together at regular meetings to establish a common priority list.

It is as an outcome of these service conferences that the Director of Movements calculates shipping requirements; and according to the priorities agreed upon as storage is planned via the ports concerned entered in the shipping programme for despatch to port.

MOVEMENT CONTROL

It will be observed that the Director of Movements only arranges and supervises movement: nowhere is it the responsibility of Movement Control either to authorise movement or initiate it.

The indenting for stores is, as has been stated, the function of the supply services, acting through their own channels: approval of the indents and authority for shipment rest with Q; leaving Movement Control only with the task of getting the stores delivered to the ships. And by that is meant the Home department of Movement Control; for Movement Control overseas does not in any way enter the picture until they take over the stores at the port of entry. Their function is then to supervise transit to base depots and thereafter to arrange periodical consignments to formation railheads.

SITING OF STORES DEPOTS

The decision to establish a stores depot is usually taken by Q on the recommendation of the service concerned; but the final choice of site and its layout call for the consideration of various other branches. Nowadays land, if it is highly suitable for agriculture, must be reserved for that purpose: and again, if the project involves extensive building, the shortage of timber for hutting has to be taken into account.

Knowing all this: Q take the precaution of notifying all other branches and services concerned and inviting them to take part in a general reconnaissance of all the sites on which they have their eye. The Claims & Hirings Branch are invited as regards the land: the Engineers as regards any new building: Movement Control and Transportation in regard to the accessibility of suitable rail and/or canal facilities, etc. etc.

/Each

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Each of these branches gives its verdict; and, taking due notice of the apparent weight of opinion - though not necessarily always accepting it - the branch finally take their stand and recommend accordingly to the Lieutenant General in charge of Administration.

SALVAGE

No explanation of the Army's stores organisation can in these days be complete without a very pointed reference to the work of the Salvage Service. Already in this war Salvage has proved to be in no small way the answer to the shipping problem, and indeed the means of eliminating the time factor in getting all kinds of fighting equipment repaired and back into use. The reason for this is to be found in the thoroughness with which Salvage personnel enter into their work and the manner in which cannibalising is resorted to - i.e. the destruction of any one piece of equipment by dismantling it so that many others might be made quickly serviceable.

POINTS THAT CIVIL AFFAIRS OFFICERS SHOULD REMEMBER

The above is inevitably a very brief survey of a very wide and involved subject; but it brings out certain salient points which are worth remembering. They are as follows:-

The supplying of stores to an overseas theatre of operations is in no respect a hand-to-mouth affair: indeed it is a carefully planned routine to which every branch of the Army must conform.

For the shipment of stores from home or abroad each branch or service applies through its own channels to Force Headquarters, and through them to its own branch or directorate at the War Office. Neither Movement Control nor any other branch of Force Headquarters can short-circuit this routine even in an emergency.

Except in the initial stages of a campaign, stores shipments do not happen automatically: they have to be applied for and the degree of urgency stated.

Local Purchase and Salvage are methods of supply that merit all possible aid and encouragement. Requisitioning should not be resorted to.

All branches should aim at having reserve stocks in suitably located depots, the siting of which concerns various interests who should be consulted.

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June 43.

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CIVIL AFFAIRS STAFF CENTRE

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CIVIL SUPPLY AND TRANSPORTATION

1. Stated briefly, the reason for Civil Affairs' intervention in the work of civil supply is first to safeguard and make available to the civil community the essential stores and equipment which remain in the territory, or are produced there, after the departure of the enemy; and secondly to do everything possible to help the civil authorities to obtain from outside the territory such essential stores and equipment as are not to be had within the territory.

2. The definition of the term "essential stores and equipment" is given in the previous precis on this subject; and there too, ways and means were propounded for giving effect to the above objects. The procedure suggested falls under three main heads, viz:-

(a) To exercise restrictive control over the movement of the stores and equipment which remain in the territory, or become available, after the departure of the enemy. This is best carried out by the imposition of an embargo on movement, so necessitating application to the offices of the local authorities for "permits".

(b) To compel the release of essential stores and equipment for use by the civil population and the army in cases where there is a tendency to hoard them. This can largely be achieved by fixing and publishing prices, or in the last resort by granting to the local authorities the special powers necessary to force the hand of the hoarders.

(c) To ascertain and submit to the SCAO particulars of stores and equipment urgently needed by the civil community, some of which are available in the territory. This should take the form of an initial six-monthly return to be given under certain prescribed headings, followed by regular monthly statements.

3. In addition it is the duty of Civil Affairs to do their utmost to ensure that essential stores and equipment are equitably distributed and protected from subversive trading activities.

4. In order to get to grips with the task under each and all of the above heads it is first necessary to know what the territory in itself capable of yielding in the way of stores and equipment, and from which centres. As a means of illustrating what this means the following review is given of the territory to be comprised in the forthcoming exercise - viz. that section of Northern FRANCE lying North and East of the rivers SEINE, OISE and SAMBRE.

(b) To compel the release of essential stores and equipment for use by the civil population and the army in areas where there is a tendency to hoard them. This can largely be achieved by fixing and publishing prices, or in the last resort by granting to the local authorities the special powers necessary to force the hand of the hoarders.

(c) To ascertain and submit to the CCAG particulars of stores and equipment urgently needed by the civil community, none of which are available in the territory. This should take the form of an initial all-encompassing estimate given under certain prescribed headings, followed by regular monthly statements.

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5. The prefects whose collaboration we shall need to ask for are those of the departments of SEINE INFERIEURE, SEINE ET OISE, OISE, SOMME, PAS DE CALAIS, NORD, ARDE and AISNE.

As an authoritative source of information, records of business houses and their activities may in some cases still exist at the local "Tribunal de Commerce" or in the archives of trade Syndicates, or possible at the offices of the Central Organisation Committees set up at the instigation of the German occupying authorities. In geographical layout, industries are centred broadly as follows:-

NORD:

All the departments comprised in the territory are, without exception, essentially agricultural; largely employing modern methods for the cultivation of cereals, sugar beet, potatoes, vegetables, etc.

There are/..

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CIVIL AFFAIRS STAFF COURSE.

CIVIL AFFAIRS & GOVERNMENT.

Section No. 1.

1. GENERAL.

During the course it will be explained to students that Civil Affairs (CA) is a branch of the Staff of the army, and that it comprises a number of specialist sub-branches such as Police, Agriculture, Law, Trade & Industry, etc. Here at the Staff College those sub-branches are referred to as 'Functions' and, as such, they provide the main theme of the discussions.

2. SUBJECT.

In this room the subject to be discussed is "Civil Supply"; and it happens at present only to be a subject and not a function. That is to say; the term 'civil supply' does not denote the work of any one specialist branch but covers the aspect of the work of all CA branches.

"Transportation" - the second part of the subject - is on the other hand essentially functional, and deals with the work to be done overseas by the Transportation Branch of CA by way of providing and operating transportation services. It is coupled (in civil supply) for instructional purposes because the two things are so closely related in practice. The Transportation branch (and in fact to a greater or lesser extent the service of every other branch of CA (and of the army as a whole) for existing in consulting and advising the commander of supplies of every kind to the extent where they are needed. Although transportation is the whole reason of course of

DEFINITION.

Civil Supply does not mean anything CA can have to do with the stores they themselves need; this is done through any channels, CA has no interest in. It means - dividing the civilian interest with which each CA branch is concerned to check the stores and equipment considered essential to their needs.

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3. DEFINITION

Civil Supply does not mean supplying CA officers with the stores they themselves need; that is done through army channels, CA being an integral part of the army. It means - Helping the civil interests with which each CA branch is associated to obtain the stores and equipment considered essential to their needs.

Emphasis must be laid on the word 'essential' because for the period of our sojourn in a territory only the most essential things can be taken into account. In the sphere of supply, the shortage of stocks and of the means of distributing them rule out all non-essential demands.

A reasonable definition, therefore, of the term 'essential supplies' is - Those stores and equipment necessary to sustain life and morale and to enable work to be undertaken on behalf of the fighting forces.

4. TERRITORY & ORGANISATION.

Except in what are called here "Regional Discussions", in some of which enemy countries are dealt with, the instruction at this Centre largely relates to liberated friendly countries: the point of this being that if CA officers can contrive to impose their guidance upon an allied people, where their every act must be tempered with kindness and diplomacy, then they will not lack the skill to master the problems associated with the occupation of enemy territories as and when they arrive there.

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Training is moreover devoted for the most part to the initial period of operations, beginning with the assault on the European continent and covering the gradual setting up of the CA administration. Thereafter knowledge will, it is assumed, come with experience.

CA, it must be explained, has a dual role - operational and administrative - and officers detailed for the operational duties accompany the HQ of formations. As the force engaged increases in size so the HQ of yet higher formations arrive to direct operations. CA for its part is expected early on the scene: indeed in the opinion of some authorities we should have representatives at divisions, or as low down as brigades. But be that as it may: Corps HQ and Army HQ definitely have CA branches, and so, of course, has GHQ.

It does not fall within the scope of this precis to define what exactly the operational role of CA is at these formation HQ, except to point out that it does not embrace matters of Civil Supply and Transportation. Relief supply, yes; for that is in certain circumstances a military necessity inasmuch as it contributes to the maintenance of law and order, which, above all else, CA must take every conceivable step to ensure. But, speaking generally, CA's role at Corps and Army HQ calls for officers with general administrative ability rather than specialists; and their work consists of hurriedly patching up the civil structure rather than rebuilding it.

GHQ is also mobile like Corps and Army, but it differs from them in having its CA branch complete with certain specialist personnel. Even so, the specialists are not there to engage actively in the work of administration of the liberated territory, but to plan and direct it. And so at GHQ as at Army and Corps no practical steps are taken towards helping the civil community to reorganise their supply services. By contrast, Transportation is well in evidence at GHQ since it has as its primary task the assistance of the military Transportation Branch in the repair of docks, railways and inland waterways.

Since there is not, therefore, any place for Civil Supply under Operational conditions, it must inevitably fall within CA's administrative role; and that is also so regarding the majority of the specialist branches. Moreover, work of administration as a rule requires a measure of tranquillity not usually identified with military operations, in order that activities may be planned and developed carefully and in earnest. And so it is only after the army has passed on and left behind a reasonable stretch of liberated territory that this second role of CA can begin to be exercised. The territory thus left lying between the fighting formations [illegible]

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5. METHOD

Taken as a whole the duties of CA are to supervise the activities of the civil population in accordance with the needs of military government, and to give all possible help and advice as and where required towards the country's recovery. The reorganisation of civil supply services involves no exception to this rule, other than as mentioned later in this precis. Stated briefly, it amounts first to helping the various civilian interests to assess their urgent and essential requirements in stores and equipment, and then to explore with them the ways and means of obtaining those requirements. If official representations have to be made in certain instances in order to obtain special priority, it is for CA to do all that is necessary in this way.

Civil/

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Civil supply is not to be confused with army supply, despite the fact that in the case of imported stores they may both share the same ships. The army's supply services' job is largely one of distributing what might be described as "finished products", e.g. food ready for consumption: clothes ready to wear: rifles ready to fire, etc. For CA on the other hand, the problem begins at a much earlier stage, namely before production of the product has even been started. In fact CA's primary task from a supply point of view is to help to provide the means of getting production going. Raw materials for manufacture, and the replacement of damaged and worn out machinery: seeds and new implements for agriculture, etc. etc: these are the class of supplies which, if accorded a high priority of delivery at an early stage, will pay high dividends later by progressively reducing the need for shipment of bulk stores.

Equally important from the point of view of economy of shipping tonnage is the necessity first to concentrate on internal sources of supply, and then to seek overland sources - provided, as regards the latter, that in the case of neutral countries all complications of exchange and international credit are known to have been swept away. (Incidentally, CA, through its Finance Branch, is responsible to the Military Governor for maintaining a stable currency in the military zone; therefore no outside trading may be sanctioned without the prior approval of Finance). It cannot be avoided that a large proportion of the initial civilian requirements must come from GREAT BRITAIN or NORTH AMERICA; but notwithstanding this, only in the last resort should these overseas sources of supply be called upon.

Students should not deduce from all this that CA is expected to determine, entirely unaided, exactly what stores and equipment are essential, and where they shall come from and in what order of priority. There must of course be centralised control on the spot (just as there is in LONDON and WASHINGTON) and it is CA's job to administer it; but help and advice is always available. In the first place, with shipping entirely under Allied control, any importation of supplies must be the subject of application, through CA, to LONDON where the details undergo careful scrutiny. Then there are two other factors of some significance - viz:-

(i) that on the continent of EUROPE we are concerned with an exceedingly resourceful - though perhaps temporarily dazed - people, and

(ii) that much of the area is very highly industrialised and extensively cultivated.

Therefore, far from CA working single-handed to restore the economy of a country, assistance is likely to come from at least two separate sources: on the one hand it will not be amiss to take heed of local advice born of long practical experience: and on the other hand we must expect certain directions from inter-Allied sources aimed at bringing

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Similarly in the sphere of finance CA. exercises general control, but matters are not invariably left entirely to our discretion. In principle, it is the intention that supplies shall be paid for, and in the main, CA is called upon to work to that policy. But, in cases of prohibitive capital expenditure, or of serious financial stringency brought about by the war, it may reasonably be assumed that help will be forthcoming by way of loans or lease-lend in order not to hamper the flow of essential supplies: and in that event negotiations will no doubt be through government or municipal channels.

Reference was made earlier in this precis to the fact that CA's function is primarily supervisory; but there is an exception to that, as has already been indicated, in regard to supplies from overseas, where CA's participation must be fully executive. For reasons already mentioned

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relating to the pooling of shipping and co-ordination of supply, and because Civil Supply must consequently be closely tied in with the military supply programme for quite a time, C. is obliged to see that the procedure for shipment of civilian stores conforms to military routine. Then, if there is stowage to spare in military ships C. will be given every benefit of it.

Method of working so far as C. transportation is concerned can be quite briefly stated in a way that covers both the primary task of assisting the army and the subsequent one of helping to restore civilian transportation services. It consists of aiding in every possible way

(a) the recall and reinstatement of all docks and railway employees,

(b) the repair of docks and railways, and the recovery and repair of cranes, locomotives, rolling stock, and other transportation equipment,

(c) the restoration of inland waterway traffic.

It is also the responsibility of C. transportation to see that these various services function smoothly: for this the logical procedure is to post C. specialist officers alongside the management at all apparently weak key points in the chain of control, there to remain until such time as the civilian executives regain their pre-war reason. In transportation however, as in civil supply, C. is not responsible for solving major problems such as, for instance, the financial rehabilitation of the railways, and the repatriation of rolling stock. Matters of that kind are for governments to settle after examination by inter-allied commissions.

6. NOTE. Subsequent precis will outline how C. handles its various tasks in the spheres of Civil Supply and Transportation, and what the army procedure is in these respects in which C. has to conform to it.

July 43.
MD

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CIVIL AFFAIRS STAFF CENTRE.

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CIVIL SUPPLY & RE-IMPORTATION.

PRECIS NO. 2.

1. SALIENT POINTS OF PREVIOUS PRECIS.

This second precis deals with the subject of Civil Supply in somewhat greater detail by stating the salient points of the previous precis and amplifying them, with special reference to the particular functions of CA.

The salient points are :-

(a) Only essential supplies can be taken into account.

(b) CA's job is first to help the various civilian interests to assess their essential requirements, and then to explore with them the ways and means of obtaining them - first from sources within the territory, then from overland sources, and as a last resort from overseas.

(c) CA is not expected to determine entirely unaided exactly what supplies are essential, where they shall come from and in what order of priority. For supplies coming from overseas, demands are subject to scrutiny in LONDON; and in the matter of local production advice may be expected from allied bodies responsible for co-ordinating all allied supply resources. Then last but not least, we have the benefit of the resourcefulness and long experience of the continental people themselves.

(d) In principle it is intended that supplies shall be paid for, and CA is expected to encourage that outlook; but the flow of essential supplies is not thereby to be made to suffer from lack of funds. The far-sighted financial policy of the Allies is adaptable to the needs of liberated countries by way of Lease and Lease-Land; but, if and where so employed, it is unlikely to involve CA in the negotiations.

(e) There must of course be control of the supply services of a liberated territory just as there is in all allied countries today; and it is the task of CA to administer it.

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(e) There must of course be control of the supply services of a liberated territory just as there is in all allied countries today; and it is the task of CA to administer it.

(f) CA's function is, however, supervisory rather than executive - except as concerns supplies from overseas.

Taking those points in approximately that order, the following notes are offered in explication of each :-

2. ESSENTIAL SUPPLIES.

Consist of four distinct classes, viz:-

(i) Supplies already available in the territory or capable of being produced there from existing resources.

(ii) Supplies requiring to be brought in to enable the civil population to become self-supporting and a source of supply to the army and the war effort.

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survey should be checked [illegible]
widest possible cross section of local expert and
authoritative opinion.

Stage 3. Confirmation. At every assessment opportunity visits should be paid to the places and installations covered by the survey in order to see and study them at first hand.

This will each CA branch put 'into the picture' and so be ready to discuss and report upon the supply problems with which it is confronted.

Discussion should begin with a conference of all CA branches on the spot, for the purpose of comparing notes and seeing what help each can give the other. In this way deficiencies of stores and equipment can in many cases be made good by local arrangement, and a common case made in many cases be made good by local arrangement, and a common case made [illegible] regarding the balance. That [illegible] - and indeed a strong one - for the supplies required is supremely important in circumstances of shortage; and the reports going forward to the CCAO should therefore contain the [illegible] by which the CA branches were themselves influenced, thus all such information as may help to simplify the problem be set up, . . . any known sources of supply, approx cost and whether available is capable of meeting it; possible substitutes in case they are more easily obtainable; and where necessary, specifications, drawings, etc.

Reporting to the CCAO is in fact the first stage in the process of assessing requirements inasmuch as the documents put forward have to pass through other hands before they are finally approved, and then priority of delivery has to be determined.

It is reasonable to suppose that, amongst the interested authorities, are the bodies responsible for the co-ordination of allied supply resources mentioned in the previous memo. But what exactly their function is, or will be, in relation to CA has yet to be made known. For the present, therefore, the influence they may exercise on CA's demands for essential supplies can only be surmised, and that is the way in which further information is then should be read.

As to the form in which reports to the CCAO should be made: his first need is for a comprehensive six-monthly estimate of requirements in order to gauge the size of the problem as a whole. Such an estimate can of course be only approximate, arrived out of the conference of branches. Thereafter, detailed reports vary in form for the aforementioned four different classes of supplies, as follows:-

(a)/

(4)

stores to which local production is to be confined and the manner of their disposal.

(c) Supplies that have normally to be imported into the country vary in importance according to the purpose they serve. If they constitute a contributory factor - direct or indirect - to the development of internal production, then their importance is as in (b) above. Otherwise demands must stand or fall on the merits of each case and in the light of the allied stock position and shipping situation.

(d) Supplies that must be temporarily imported to tide over until home production is restarted fall into the same priority classes as in (c), except that no long-term provision is called for.

4. SOURCES OF SUPPLY.

On this question it is best first to leave the initiative to the civilians. If the source of supply is within the territory controlled by the allied parties, and the arrangement between the parties is a matter of straightforward business, then no particular problem arises for CA beyond what can easily be covered by the measures mentioned later in this precis under the heading of Supervision.

Insofar as overland sources are concerned, regulations must be imposed prohibiting buyers from going outside the military zone without authority, but they must not be framed in a way that would tend to discourage overland transactions. Indeed, subject to adequate financial control, permits should readily be made available.

The same set of regulations might serve to explain the ban upon purchasing from overseas other than through authorized channels; but no steps to enforce it are likely to be required inasmuch as the restrictions already in force leave little scope for evasion. CA are then free, having ascertained to their satisfaction any special demands, to invite the civilians concerned to express their views as to the most suitable source of supply; and this, as has already been said, should be included in CA's report, though the final choice of supplier must nevertheless rest with the allied supply authorities.

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Dr Lt. Hinsley Smith

CIVIL AFFAIRS STAFF CENTRE

CA/457

CIVIL SUPPLY AND TRANSPORTATION

PRECIS NO. 3

1. SUBJECT

Military Procedure for the Supply and Transportation of Stores to an Army Overseas.

It has been emphasised in previous precis that for the importation of supplies from overseas to meet essential civilian needs in a theatre of operations the procedure must conform to military routine: the reason being that, at the outset of CA's activities and for some time thereafter, shipment has to be made in the same ships as carry military stores, and for these the entire transportation arrangements are instituted by the War Office. Therefore it is necessary that CA should be familiar with this routine.

2. MOVEMENT OF A FORCE OVERSEAS

Generally speaking, an overseas force is equipped at home, before it embarks, with the equipment necessary to enable each unit to carry out its particular role on arrival. This equipment goes with the force, plus the stores required for preliminary and emergency consumption; and the ships used comprise any or all of three types, viz:

(a) personnel,
(b) vehicle, and
(c) bulk stores ships.

The allotment of troops to personnel ships and of stores to freight ships is carried out strictly in accordance with detailed plans produced by Movement Control, War Office; the object of these plans being

(a) disciplined and orderly movement,
(b) rigid economy in the use of shipping,
(c) security, and
(d) the stowage of cargoes in a way that takes account of military priority in the order in which the stores are landed.

The planning varies according to whether the movement entails

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The planning varies according to whether the movement entails

(a) assault landings,
(b) long sea voyage, or
(c) short sea voyage.

For long sea voyages - now generally the rule - shipping is roughly calculated on the basis of 10 tons gross shipping per man, i.e. 6 gross tons per man in troop transports and 4 gross tons per man in freight ships.

3. MAINTENANCE OF A FORCE OVERSEAS

There then follows the task of maintaining the force in the overseas theatre; and that calls for a regular large-scale monthly flow of stores, which too the War Office has to plan in the most detailed form. For this, shipping requirements are roughly calculated on the basis of 1/3rd deadweight tons per man per month minimum.

It is in this maintenance phase that provision may begin to be made for shipment of civil supplies, commencing, perhaps, with the last minute loading of urgent consignments into such free space as remains in the ships after military cargoes have been stowed, and gradually increasing to a more/.....

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a more uniform allotment of tonnage as the initial stocking of military base depots nears completion.

4. ORGANIZATION OF THE ARMY SUPPLY SERVICES

Supplying the army with stores and equipment is the responsibility of the QMC, supervised by a staff of 'G' officers at the War Office, and operated by a number of Corps, each under its own Director. The organization of divisions, the directors supply services, each under its own Director; and the organization of all technical corps is similar. The Q staff representatives at all levels and in all theatres are responsible to the QMG, while their executive officers, being members of the RC staffs, are under the orders of the formation commander. The Q staff representatives at and from formation levels and in the supply bodies, are under the technical direction of the Director of Supplies at the War Office, the system thereby being built up and the services where still in contact with the RC staffs, or service.

The duties of the supply services are to assess the requirements of units in the theatre and obtain authorisation for issue, subject to Q's approval, to indent for them, provide transport and to issue the stores to units at the lower levels and to account for them. Normally the indents from formations are dealt with by the local control officers at the formation headquarters, but in relatively static theatres the supply services may deal with indents from the lower formations direct. The Supply Services are not always responsible for the provision of all the stores required by the troops. Certain items, such as petrol, oil and lubricants (POL) and ammunition, are normally provided by the services concerned, who also arrange for the delivery of these stores to the railhead or other point from which the formation concerned collects them. Certain other items, such as engineer stores, are normally provided by the unit concerned, who also arrange for the delivery of these stores to the railhead or other point from which the formation concerned collects them. Certain other items, such as engineer stores, are normally provided by the unit concerned, who also arrange for the delivery of these stores to the railhead or other point from which the formation concerned collects them.

5. ORGANIZATION OF [illegible]

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the War Office, [illegible] services there shall be complete freedom of communication [illegible] or service.

The duties of the supply services are to assess the requirements of units in the stores and equipment authorised for use, and, subject to Q's approval, to indent for them. Demands originate in this form at the lower levels and are met from forward depots or dumps, whose stocks are then replenished from the base depots. The base depots themselves are under the direct control of their respective services at GHQ, and when they in turn require replenishment the services, after consultation with Q at GHQ, apply to the War Office for bulk shipments, which are made either from War Office reserves or direct from Ministry of Supply factories.

5. <u>ORGANISATION OF MOVEMENT CONTROL</u>

For arranging the movement of stores ordered forward in this manner there is a separate branch of the QMG's staff called Q(Movements) or Movement Control as it is more widely known. At its head is the Director of Movements, and the organisation consists of a War Office planning and directing staff and a series of independent MC networks - one at home and one in the field, [illegible] for every theatre of operations. MC plans and controls military movement by rail and road and through port areas to and from ships. The planning also covers complete and detailed arrangements for the embarkation of troops and the stowage of stores.

6. <u>CONTROL OF SHIPPING.</u>

All Allied shipping - owned or chartered - is under the control of the British and US governments. Control on the British side rests with the Ministry of War Transport, who in turn rely upon their Sea Transport Department for the handling of military shipping. Ships earmarked for use by the [illegible] department remain under the direction of that department for so long as they are carrying military cargoes. But the military are not confined to using only ST ships: where necessary or desirable, commercial ships also include military stores in their cargoes.

The US for their part maintain control of shipping through their War Shipping Administration; they have not, however, any equivalent of our ST department: instead the Navy and Army load, discharge and control their own ships.

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7. PROCEDURE FOR SHIPMENT OF MATERIALS ORDERS.

Shipping being the main bottleneck, the military supply ma[in]tenance pro-
cedure depends for its execution mainly by rail upon the shipping
expected to be available at home ports. The Ministry of War Transport, and
more particularly the SC department of the Ministry, convey this inform-
ation to the War Office, and decide as to ports of loading; whereupon MO
War Office proceeds, with the assistance of everyone concerned, to allot
cargoes.

The order of priority in which stores are to be shipped is established
first decided by conferences which MO holds with representatives of the
supply directorates, where the relative urgency of the demands required by
the latter from the theatre of operations is checked and confirmed. Thereafter it
is a question of the stores being available in the ports of loading which the next
item on the priority list is allotted to; and then MO, aided by the SC
department expedites the shipping programme.

8. SHIPPING DOCUMENTS.

Shipping programme contains movement instructions which are sent to all
concerned at the dispatching and for executive action.
armed convoys for information. The programme contains
particulars relative to every item of stores scheduled for shipment :-

(a) Shipment Index No. - to identify the item in all correspondence.
(b) Nature of stores.
(c) Name and address of consignor or despatching department.
(d) Consignee and port of discharge.
(e) Shipping marks and dead-weight tonnage.
(f) Name of number of ship and part of loading.
(g) Allocation date for the above.
(h) Particulars of speed of ships to ports of loading.
and arrangements.

9. DISPATCH OF STORES.

In order to ensure rapid arrival of consignments at ports of loading,
with the move right through to port. In principle, the
and the method and advisability of

Shipping programmes constitute movement instructions and are issued to all concerned at the dispatching end for executive action, and to those concerned overseas for information. The programme contain the following particulars relative to every item of stores scheduled for shipment :-

(a) Shipment Index No. - to identify the item in all correspondence.
(b) Nature of stores.
(c) Name and address of consignor or despatching depot.
(d) Consignee and port of discharge.
(e) Shipping tonnage and dead-weight tonnage.
(f) Name or number of ship and port of loading.
(g) Alongside dates for the stores.
(h) Particulars of special trains to ports of loading, or other special rail arrangements.

9. DESPATCH OF STORES.

In order to ensure prompt arrival of consignments at ports of loading the home branch of MO generally enters the picture at the point of origin of the stores - whether civilian factory or military depot. This enables them to advise consignors on matters of documentation and marking, and then to watch the move right through to port. In principle, however, documentation and the marking and addressing of packages are the responsibility of the consignor, who is fully instructed in regard to them in the original order he receives from the supply service. It is equally his job to place the stores on rail and label the wagons.

The movement by rail is covered by a military voucher; whilst for shipment, bills of lading have to be prepared in multiple copies and distributed to addressees as ordered.

Once on board the ship the stores are in the custody of the Ministry of War Transport. The navy decides the sailing date and time, and protects the ships whilst at sea.

10. DELIVERY OF STORES.

On arrival at the port of discharge the navy supervises the berthing of the ships, and the Ministry of War Transport is responsible for the unloading. On being placed on the quayside the stores cease to be in the custody of

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LABOUR.

CA/312/R1 Trade & Industry in Occupied Territory. IV. Labour.

CA/L/279 Forced Labour from France.

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CIVIL AFFAIRS STAFF COURSE

CA/312/R1

TRADE & INDUSTRY IN OCCUPIED TERRITORY.

IV. LABOUR.

(See Military Manual of Civil Affairs - Section 15 (amended)).

1. INTRODUCTION.

The provision of labour for army purposes will be one of the earliest and most important tasks of a CAO.

The provision of work for the civilian population may be at least as desirable as the provision of direct relief, and will indeed do much to reduce the need for relief at all when once the economic life of the territory begins to revive. It is in any case necessary in order that the resources of the country may be turned to account quickly.

2. SOURCES OF LABOUR.

The total of labour in the theatre of operations will be made up of :

(a) The Pioneer Corps, which is an integral part of the Army.
(b) Local civilian labour, some of which may be enrolled in military units.
(c) Prisoners of war.
(d) Imported labour.

Each of these categories is dealt with in order, below.

3. MILITARY LABOUR ORGANISATION.

Appendix "A" shows the layout of the military labour organisation in the field in NORWAY. This labour is all enrolled and will consume both military and civilian labour. Military labour is organised as the Pioneer Corps. Civilians also may be enrolled voluntarily in military units.

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Each of these categories is dealt with in order, below.

4. MILITARY LABOUR ORGANISATION.

Appendix "A" shows the layout of the military labour organisation in the field in EUROPE. This labour is all unskilled and will comprise both military and civilian labour. Military labour is organised as the Pioneer Corps. Civilians also may be enrolled voluntarily in military units.

Economy in labour is essential; and in order that it may be transferred from one job to another without difficulty, individual labour units must not be allotted to heavy specialists.

Allocation of labour, as to number of units, is done by "Q": as to actual units by Director of Labour. For example, in handling stores, two sections of a Pioneer Company might be allotted to a Retail Issue Depot, three companies to a base Ammunition Depot, and so on. In construction work, (huts, roads, railways, depots), three companies might be allotted to a Base Ammunition Depot, four companies for the construction of an aerodrome.

When any military operation is planned, the allotment of the necessary labour is an integral part of the plan.

/A. G.H.Q.

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4. LOCAL CIVILIAN LABOUR - PROVISION.

(a) For the Army

(i) To supplement military labour for military purposes.

Before the Establishment of CA Regions the Director of Labour will be responsible for the procuring of all civilian labour; CA officers will be attached to the Staff of the Labour Directorate and will make the necessary contacts with civil authorities and procure such civilian labour as the Director of Labour may require. The Director of Labour will be responsible for the organisation and distribution of labour required for military purposes.

After CA Regions are established the CCLO will be responsible for the procuring of all civil labour, handing it over to the Director of Labour for military purposes as required.

It will be noted that in either case it is the CA organisation which procures the labour, via the local authorities.

(ii) For the CCLOs staff - for clerical and manual work.

Clerks and manual workers may be required in CA staff offices and at installations which issue or deal with stores for civilians. If of allied nationality, these persons will be considered to be civilian officials and employees serving with the Army and will come under the provisions of FSR (1930) Volume I, Chapter XI (uniform or badges, passes).

(b) For Civilian needs - for rehabilitation.

This is primarily a matter for the local civil authorities acting under the direction of CLOs: only if they fail to carry out their task for any reason will the CCLO engage and control labour direct.

(c) In either case such labour will, in friendly territory, be voluntarily engaged. In enemy territory it may be requisitioned if other methods fail. The engagement of labour requires efficient and careful organisation. Where a system already exists local authorities should be encouraged to carry on with it. Registers, by name and trade, are essential: where they do not already exist their compilation will be a matter of urgency.

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(b) Labour may be requisitioned to restore the condition of property damaged by the enemy or to carry out measures for the public safety or for the purposes of the defence of the country. (Paragraph 389).

(c) Authorities may be ordered to provide the numbers of persons employed by them, and to furnish returns of the wages paid to them. (Paragraph 389).

Volunteers for legitimate purposes may be obtained by persuasion; but it would be impolitic to resort to conscription of labour to meet ordinary needs. (Paragraph 390).

(d) Services for legitimate purposes may be obtained by requisitioning. It is, however, doubtful whether persons can be required to work in their own private interests. (Paragraph 392).

In regard to the above paragraphs it is understood that they do not apply to the Territory.

The law allows and has always allowed the employment of persons in the Territory for the defence of the Territory, but the extent to which persons can be compelled to work in the defence of the Territory, under the direction of the Administration, is not clearly defined. Under the Defence Ordinance, 1939, persons can be compelled to work in the defence of the Territory, but the extent to which persons can be compelled to work in the defence of the Territory is not clearly defined. Under the Defence Ordinance, 1939, persons can be compelled to work in the defence of the Territory, but the extent to which persons can be compelled to work in the defence of the Territory is not clearly defined.

6. LOCAL CIVILIAN LABOUR - RATES OF REMUNERATION.

(a) Rates. Rates should be fixed so as to provide adequate remuneration for the services rendered, and should be in accordance with the rates paid for similar work in the locality. Where there is no such standard, the rates paid should be sufficient to attract labour, but not more than sufficient to attract labour.

(b) The rates paid to local civilians employed by the Administration are fixed by the Administration, and are subject to variation from time to time.

(c) The rates paid to local civilians employed by the Administration are fixed by the Administration, and are subject to variation from time to time.

In regard to the above paragraph, it is obviously the law allows, and NOT what the practice may be. Obviously the full powers of retaliation will not be used in a friendly territory, or indeed anywhere, unless the attraction of fair and equitable wages and conditions have failed to produce the requisite response.

6. LOCAL CIVILIAN LABOUR - WAGES AND INSURANCE.

(a) Wages. Rates should be fixed as soon as possible, and must be such the same as those offered in civilian concerns in the territory. There will probably be a Wages Board, on which there may be representatives of the Services, Labour officers, Finance officers, Trade and Industry officers, and perhaps certain prominent civilians, which will deal with the whole wage scale in the territory and necessary adjustments from time to time.

In fixing wages, regard will be had to the following points:-

(i) The level must be high enough to attract labour, but not so high as to cause eccentric dislocation and eventual inflation.
(ii) The purchasing power of the currency in use.
(iii) The selling prices of commodities and rent.
(iv) The scale of relief (if any) paid to unemployed.

It has been found advantageous in certain territories to establish a basic wage and to add to it a variable cost-of-living bonus. Wages may be paid partly in kind. Generally speaking, it is unlikely that our wage scales will be less than the amounts now paid by the enemy - see appendix 'B'.

(b) Insurance. Any regulations, enemy or otherwise, as to workers' insurance and similar social schemes should be examined. If they appear sound, commercially and socially, and solvent it may be good policy to continue them. This will be a matter for consultation and agreement with the local authorities and labour organisations and will also be a function of the Wages Board.

7. PRISONERS OF WAR.

The conditions governing the employment of prisoners of war are laid down in the Manual of Military Law 1929 Chapter XIV (amendment No.12), paragraphs 80 - 85. In brief :-

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(i) Physically fit prisoners may be employed: but officers, or the equivalent, only if they ask for it. NCOs can only be compelled to do supervisory work.

(ii) Work done by prisoners shall have no direct connection with the operations of war.

(iii) The daily duration of work shall not exceed that of civil labour in the same locality.

(iv) Every prisoner labour detachment shall be attached to a Prisoner of War Camp.

(v) The maintenance, care, treatment, and payment of wages is the responsibility of the occupying power, even if prisoners be working for private individuals.

(vi) Rates of pay will be laid down by higher authority.

8. IMPOSED LABOUR.

In the later stages of the occupation, should there be a shortage of skilled labour and supervision for the work of rehabilitation, civil engineering and other types of contractor with their staffs and some skilled and unskilled labour may be brought in from GREAT BRITAIN and elsewhere.

9. LABOUR IN NORTH-WEST FRANCE UNDER THE GERMANS.

The following is introduced in order that the system under which labour in NORTHERN FRANCE is now working may be understood.

Speaking generally, the German is not a harsh employer, and in peace time is in many respects ahead of some other nationalities in his general arrangements. The necessities of war have, however, made themselves felt; and long hours, poor and scanty rations, and only very occasional leave, combined with strict discipline, will not have conduced to smooth working and contentment.

The Trade Union leaders are now mostly working 'underground', but are likely to be ready to exploit the representatives of a liberating army in every way they can.

In regard to non-French labour now in FRANCE it is not thought that [illegible] so long as work

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The Trade Union leaders are now mostly working 'underground', but are likely to be ready to contact the representatives of a liberating army in every way they can.
In regard to non-French labour now in FRANCE it is not thought that there will be any immediate demand for repatriation so long as work with steady pay and reasonable conditions can be provided.
Labour is likely to be found more co-operative than the employers.

(a) In the coastal areas two opposing trends have been at work - one the evacuation of the population from the coast-line, and two, the drifting in of large bodies of workers for special defence works. The result, so far as is known now, and considering the whole of the Atlantic and Channel coast, is that 600,000 were moved out and 800,000 brought in.

One important result is that a high proportion of the present coastal population falls within the 25 - 40 age groups, and up to 80% of the total may, in places, be workers.

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(b) The present distribution of workers in the North West coast region appears to be as follows :-

(i) Coast, Belgian Border - CHERBOURG. With the exception of the BOULOGNE area, it seems that most of the defence workers have been transferred further West. In the BOULOGNE district there are said to be 10 - 15,000 building workers, mostly unskilled, engaged on defences. In spite of this the population here is well below pre-war level, and the supply of unskilled workers correspondingly less.

Skilled workers are not very numerous: such as there are, are likely to be found in LE HAVRE, CAEN and CHERBOURG.

(ii) Interior - North and North West Départements. In nearly every district the working population as a whole has decreased. The numbers engaged in the metal and engineering trades, are, nevertheless, at pre-war level, being 280,000 in NORD and 150,000 in PAS DE CALAIS - 12,000 are engaged in the railway repair shops at LILLE alone.

In SOMME there are 70,000 mostly in the engineering works at AMIENS and aircraft factories at ALBERT and NEAUX.

In and near ROUEN are 110,000, of whom considerable numbers are in shipbuilding and 10,000 in railway repair shops.

In OISE, there are said to be 400,000 Russians working on fortifications: this may or may not be true.

In MAYENNE and SARTHE are 100,000.

Apart from these centres such labour as is available is unskilled, and the bulk of it has been transferred to the West.

(c) Nationalities.

In addition to French, the Germans are now employing Belgians, Dutch, Germans, Spanish, Poles, Czechs, and Russians.

The Dutch and Belgians are mainly building workers, who had no employment at home. In some cases, entire Dutch contracting

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(c) Nationalities.

In addition to French, the Germans are now employing Belgians, Dutch, Germans, Spanish, Poles, Czechs, and Russians.

The Dutch and Belgians are mainly building workers, who had no employment at home. In some cases, entire Dutch contracting firms, with their labour, are being employed complete. The Spanish, Poles and Czechs are mostly refugees compulsorily recruited from internment camps.

The Germans are highly skilled specialists or foremen, plus some youths and men over military age.

(d) Organisation and Recruitment.

The German TODT organisation, now under the control of SPEER, controls all military labour; the Headquarters is in PARIS.

Contracts are usually placed with individual contractors, either French, Dutch or German. The recruitment of the majority of the workers is the contractors' responsibility, but all workers are subject to military discipline.

Little or no compulsion has been applied to the French, the offer of good wages providing sufficient inducement. Casual labour is recruited on the spot from unemployed in the ports, or from [illegible] agricultural workers near the job.

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A worker may not change his job without authority.

Workers who desert are refused new jobs by the Employment Exchanges.

Workers are formed into separate squads of 50, according to nationality, under a foreman who, in FRANCE, is usually a German or Alsatian and, in BELGIUM, a German or Fleming.

(e) Hours of Work are long, and average 0700 hours - 1900 hours, with one hour off for a meal. In particularly urgent cases 14 hours are worked, and in cement works even up to 20. Shifts are only worked at French submarine bases. Sunday work is to some extent voluntary, but on airfield work 3 Sundays out of 4 are compulsory.

(f) Accommodation.

Each nationality is kept separate. Requisitioned buildings are used for the most part, or hutted camps built for the purpose. There is usually no charge to the workers. Billets are only used occasionally. Local dwellers may go home at night. Germans are evacuated each night from bombing areas, but other nationalities are not.

(g) Transport.

Special trains, lorries or buses. Each bus has 3 armed Germans on it.

(h) Food.

20 francs, or equivalent, deducted each day from wages - for which 3 meals a day are given - breakfast and supper in billets, and the midday meal (the only hot one) in canteens on site. In billets, men frequently have to cook for themselves; many complaints.

Midday is usually soup (fish or vegetable): potatoes seldom, meat never. Bread - 1 loaf/4 men, 5 cigarettes/man in FRANCE and BELGIUM.

Everything else has to be paid for and got wherever and wherever

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Midday is usually soup (fish or vegetable): potatoes seldom, meat never. Bread - 1 loaf/4 men, 5 cigarettes/man in FRANCE and BELGIUM.

Everything else has to be paid for and got whenever and wherever available.

Food is poor and insufficient and complaints general. In many cases rations are less than civilian ration.

(u) Clothing.

Non-Germans wear civilian clothing which they have to provide themselves; replacements are supposed to be available but seldom seem to be.

A blue armlet with 'O.T.' in yellow is issued but seldom worn.

German supervisors are armed, have blue uniform and a red armband with swastika: and on the cuff a brassard with 'Org Todt' in yellow.

German workers in submarine shipyards military uniforms with black German capes.

/(k)

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(k) Discipline.

Very strict military supervision during working hours. After hours workers may circulate within a restricted area in the district. Curfew is the same as for the army, 2200 hours; but workers must be out of cafes by 2100 hours.

Every worker has a special OT pass - yellow - name, birthdate, place and nature of work. Photograph on back, stamped.

A Blue Pass is necessary for entry into submarine bases: issued by naval authorities. Each worker receives a Field Post number, referring to his Unit, and a letter, referring to his Company.

(l) Leave is seldom granted except to workers living nearby. 1 day per month is allowed after the first 3 months.

French workers usually manage to see their families twice a year. Belgian and Dutch workers have difficulty in getting leave: other nationalities seldom get leave at all, owing to transport difficulties and the urgency of their work. In all cases free travel passes are issued.

(m) Wages and Allowances.

See Appendix "B", and note the payment of part wages in kind in certain cases. It is reasonable to assume that the rates etc. offered by us will not in any case be less than those now given by the enemy.

10. SOMME PRE-WAR STATISTICS

DEPARTEMENT	TOTAL POPULATION	FISHING	AGRICULTURE	INDUSTRY
NORD	2,022,000	1,069	108,178	631,532
PAS DE CALAIS	1,179,000	4,264	110,295	300,239
SOMME	467,000	445	76,675	92,233

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(m) Wages and Allowances.

See Appendix "B", and note the payment of part wages in kind in certain cases. It is reasonable to assume that the rates etc. offered by us will not in any case be less than those now given by the enemy.

10. SOME PRE-WAR STATISTICS

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PAS DE CALAIS	1,179,000	4,264	110,205	300,239
SOMME	467,000	445	76,675	92,233
OISE	402,000	14	56,796	78,848
SEINE INF	916,000	2,550	83,805	226,300
EURE	304,000	66	66,300	48,700
BELGIUM	8,092,000	-	17%	54%

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ORGANISATION OF LABOUR IN THE FIELD

(EUROPE)

GHQ

D of L (Brigadier) and staff
AE (civil) and staff

No L of C

AE and staff
DDL (civil)

ARMY HQ

DAL and staff
DDL (civil)

No 1 Base Sub Area	No 2 Base Sub Area	No 1 L of C Sub Area	Corps HQ	Corps
AE and staff DDL (civil) and staff	do	do	DAL and staff P.C. Gp Coy	
LABOUR POOL			LABOUR POOL	
55 PC Coys org in 2 gps and civil labour			12 PC Coys org in 2 gps and civil labour	
tasks: (e.g., for 1 AD) Ist Depot - 1 coy Sup Depot - 1 coy RE Works - 2 coys Roads - 1 coy			tasks: (e.g.) for 1 AD RE - wksp & park defences roads quarries	

NOTE (a) Pioneer Company - Major and 5 officers - 10 sections (1 sgt., 2 Cpls., transport except for Commander and ration drawing.

(b) Pioneer Group - Lieutenant Colonel - 5-7 companies as required - admin has no concern with the technical execution of the work.

(c) All companies are armed and are responsible for their own local defence

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ORGANISATION OF LABOUR IN THE FIELD

(EUROPE)

GHQ

D of L (Brigadier) and staff
ADL (civil) and staff

ARMY HQ — ARMY HQ — do.

DDL and staff
DADL (civil)

Area No 1 L of C Sub Area — Corps HQ — Corps HQ

do — DADL and staff — do.
P.C. Gp Coy

LABOUR POOL

12 PC Coys org in
2 gps and civil labour

tasks: (c.g.) for 1 gp
RE - wksp & park - 1 coy
defences - 2 coys
roads - 2 coys
quarries - 1 coy

Major and 5 officers - 10 sections (1 Sgt., 2 Cpls., 2 L/Cpls. and 21 O.Rs). Has no
for Commander and ration drawing.

Lieutenant Colonel - 5-7 companies as required - administrative Headquarters only and
th the technical execution of the work.

armed and are responsible for their own local defence.

APPENDIX 'B'

WAGE RATES IN GERMAN-OCCUPIED TERRITORY

	FRANCE	BELGIUM	HOLLAND
AGRICULTURE (daily rates)	M. - 50 frs plus a yearly allowance in kind (?) of 4000 - 8000 frs		2.7 - 3.4 guilders
FORESTRY (hourly rates)	skilled - 6.50 frs unskilled - 4.50 frs		
MINES (rates per 8 hour shift)	150 - 160 frs plus some wages in kind (bread, meat, fats)	49 - 56 B frs plus double rations of bread, margarine, potatoes, cheese and sardines, and 4.2 tons of free coal yearly	5.82 - 6.54 guilders plus extra rations in kind: and on Sundays cigarettes and either gin or chocolate
BUILDING (hourly rates)	skilled 12.12 frs semi-skilled 10.87 frs unskilled 9.00 frs	10.4 - 12 B frs 8.7 - 9.9 B frs 5 - 6 B frs	64 cents 59 cents 51 cents
ENGINEERING (hourly rates)	skilled 10-13.5 frs semi-skilled 7- 9.6 frs unskilled 5- 8 frs women 4- 7 frs	9 - 12 B frs 6.5 - 9 B frs 4.8 B frs	four wage groups:- I - 70 cents II - 61 cents III - 43 cents IV - 29 cents 20% of employees must be placed in I; 35% in II and III (each), and 10% in IV
TEXTILES	5.35 - 6.75 frs (average)	skilled 5.9 B frs unskilled 6.0 B frs	five wage groups:- I - 54 cents

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MINES (rates per 8 hour shift)	190 - 220 frs some wages in kind (bread, meat, fats)	plus double rations of bread, margarine, potatoes, cheese and sardines, and 4.2 tons of free coal yearly	plus extra rations in kind: and on Sundays cigarettes and either gin or chocolate
BUILDING (hourly rates)	skilled 12.12 frs semi-skilled 10.07 frs unskilled 8.00 frs	10.4 - 12 B frs 8.7 - 9.9 B frs 5 - 6 B frs	64 cents 59 cents 51 cents
ENGINEERING (hourly rates)	skilled 10-13.5 frs semi-skilled 7- 9.6 frs unskilled 5- 6 frs women 4- 7 frs	9 - 12 B frs 6.5 - 9 B frs 4.6 B frs	four wage groups:- I - 70 cents II - 61 cents III - 43 cents IV - 29 cents 20% of employees must be placed in I; 55% in II and III (each), and 10% in IV
TEXTILES (hourly rates)	5.35 - 6.75 frs (average)	skilled 8.9 B frs unskilled 6.0 B frs	five wage groups:- I - 54 cents II - 51 cents III - 48 cents IV - 46 cents V - 44 cents
FOOD INDUSTRY (hourly rates)	4.80 - 6.40 frs	7.50 - 8.0 B frs (canning) 6.50 B frs (average)	skilled 39-49 cents semi-skilled 36-46 cents unskilled 29-32 cents (meat preserving)
DOCK WORK (weekly rates)	300 - 350 frs	420 B frs	32.5 - 35 guilders
PUBLIC WORKS (hourly rates)		unskilled 5.0 B frs	skilled 60 cents semi-skilled [illegible] unskilled 50 cents

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OVERTIME

FRANCE, BELGIUM AND HOLLAND Over 48 hrs 25% extra. Sunday 50% or for particularly urgent work up to 150% (coast work).

NORWAY No overtime and Sunday work compulsory.

BONUSES

FRANCE "Danger Bonus" of 20 frs per day all nationalities, included (?) in wage rates.

BELGIUM No "Danger Bonus". Enrolment Premium of 700 frs for Belgians only.

HOLLAND AND NORWAY None.

ALLOWANCES

"Separation" and "Family" usually sent direct to worker's family. "Subsistance" only paid when no food is provided by camp canteen, the usual method.

FRANCE Separation - 17 - 21 frs per day.
Family
wife - 65 } frs per week.
child - 17 }

BELGIUM Separation - 15 - 18.75 frs per day.
Subsistence - 15 3 frs per day.
Family
wife - 75 }5frs per week
child - 25 }

HOLLAND ?

NORWAY No Separation.
Family
wife - 3 kr per day.
child - 30 ore per day.

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A.C.S. Whiteley Smith

CIVIL AFFAIRS STAFF CENTRE

CA/L/279.

FORCED LABOUR FROM FRANCE

(Summary of leading article from "The Times" of Monday, May 17th 1943)

1. LABOUR LAWS, 1943.

German exactions of forced labour from FRANCE entered a new phase with the issue of a batch of VICHY decrees at the end of March, which :-

(a) extend the age groups liable for compulsory labour from men between 21 and 25 to men between 24 and 31, and

(b) make it compulsory, as from the 20th April, for every Frenchman between the ages of 18 and 50 to carry a certificate of employment and to obtain a written permit from the Commissioner-General of the forced labour service before changing his job.

These measures committed VICHY to complete co-operation with German authorities in the most unpopular task they have ever undertaken in FRANCE, and according to the Swiss Neue Zuercher Zeitung "caused a unity of sentiment which neither de Gaullist nor British propaganda was able to achieve".

2. CHANGE IN METHOD OF RECRUITMENT.

Press-gang methods of recruitment are now being tried, since persuasion has failed for the following reasons :-

(a) The attraction of the exchange of French prisoners (never very strong at the rate of one prisoner to three workers) has declined with the number of infirm prisoners whom HITLER is prepared to release;

(b) Appeals to patriotic feeling are less successful than the argument that it is the duty of FRANCE to play her part as a nation in the common defence of EUROPE against Bolshevism;

(c) Even the advantage of French workmen of German technical training has lost its appeal with the decline in defeatism since last November.

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(c) Even the advantage of French workmen of German technical training has lost its appeal with the decline in defeatism since last November.

3. SYSTEM OF TRAINING.

For some months younger men have been sent in groups of 20 to German organised apprenticeship centres in the suburbs of PARIS. After a course of technical training the apprentices, upon signing a contract of employment for a year, count as skilled workers for the purpose of the release of prisoners so long as they go to GERMANY in teams and continue to work under the supervision of their foremen. To this number must now be added victims of German round-ups of able-bodied men.

4. EFFECT OF COERCION.

These coercive measures have not been without effect. Some 450,000 workers have been recruited since November 1942 out of a total of about 600,000 recruited since the beginning of 1941. (The number of French prisoners of war in GERMANY exceeds 1,000,000). But these figures are a tribute to the patriotism of the workers of FRANCE, who have, as long as they were able, imposed this prolonged drag on German industrial production and forced both LAVAL and SAUCKEL into methods which have torn from them

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the last shreds of pretence that even defeated FRANCE feels any solidarity with GERMANY's "new order". Even deportation to GERMANY does not end opportunities for resistance. The Trojan horse is already within the gates; and it is the Germans themselves who have so strenuously carried it in.

19 May 43.
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PUBLICITY & P.M.T.

CA/1/120	Postal & Telecommunication Services.	
CA/4/6	Note on Telecommunications Services.	
CA/32[illegible]/R1	Communications - I.	
CA/347/R1	Communications - II.	
CA/359	Communications - III.	
CA/P/39.	Communications Study Group.	Minutes of 1st Meeting.
CA/16/71	do.	Minutes of 3rd Meeting.
CA/16/82	do.	Minutes of 4th Meeting.
CA/[illegible]24/110	do.	Minutes of 6th & 7th Meetings.
CA/16/143	do.	Minutes of 8th Meeting.
CA/16/225	do.	Minutes of 12th Meeting.
CA/326	do.	Minutes of 13th to 2[illegible]th Meetings.
CA/391	Postal Communications.	
CA/392	Postage Stamps in Liberated and Occupied Territories.	

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CA/M/120.

CIVIL AFFAIRS STAFF CENTRE

POSTAL AND TELECOMMUNICATION SERVICES

I. TELECOMMUNICATIONS

1. INTRODUCTION - The Telegraph Acts. The Postmaster-General's Monopoly. Inland Telegraphs, Phones, Broadcasting and Wire Broadcasting.

2. TELEGRAPHY - Early development - Morse - teletype and facsimile telegraphy.
Commercial working - Acceptance, transmission and delivery of telegrams.
Special Services - Press, Pictures, Night letters, Greetings telegrams.
International Telegraphy - the Comité Consultatif International Telegraphique (C C I T)
Are Telegraphs dying? Advantages of the written word. Delayed working. Censorship.

3. TELEPHONY - First attempts - Alexander Graham Bell, 1876. Private enterprise. Nationalisation in 1911.

"Subscriber's" requirements; signal, speak and hear. Importance of quality. Lines - exchanges, manual and automatic. Junctions, trunk routes. Special services - speaking clock, house telephones. Comparison with other countries.
International Telephony. The Comité Consultatif International Telephonique (C C I F)

4. BROADCASTING - P M G's position. The Union Internationale de Radiodiffusion (U I R). Television. Wire Broadcasting or radio relay services.

5. CONCLUSION - Telecommunications Services need understanding and co-operation from the users if the best results are to be achieved.

II. POSTAL SERVICE

1. INTERNAL POSTAL SERVICES UK - Origin of Posts in the UK. Regularisation of the Post. Developments - Road and Rail Services. Postmaster-

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2. INTERNATIONAL POSTAL SERVICES - Postal Union convention: Main provisions - freedom of transit, fixing of international postage rates, accounting between PO admns.
War Time Services: Army Posts, Air Mails, Airgraphs.

31 Mar 43.
JM.

31 Mar 43
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CIVIL AFFAIRS STAFF CENTRE

COMMUNICATIONS. C./406.

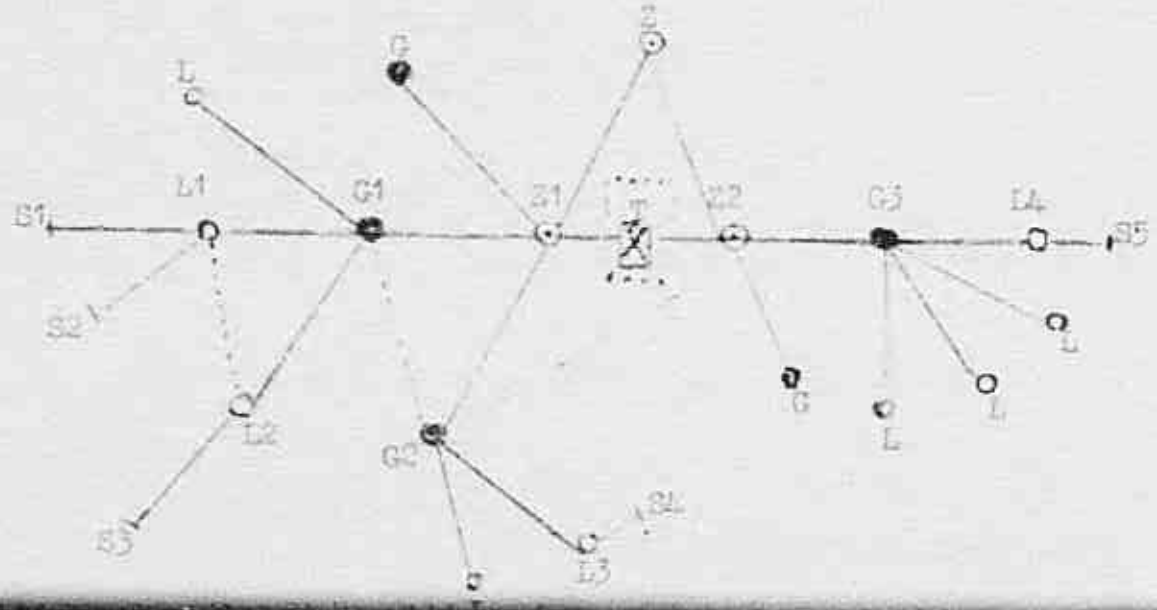
NOTE ON TELECOMMUNICATIONS SERVICES

1. Telegraphs. Telegraph services provide a speedy means of inter-communication by the electrical transmission of a fixed text which is finally delivered as a written message. It is usual for an originator to hand in a written message to a collecting point which may be a post office, a railway station or a special telegraph office. Sometimes the message is dictated over the telephone to an appointed office where it is written down.

2. A serious drawback of the service is that a considerable amount of man-power must be kept standing by in order to effect speedy delivery.

3. The main advantage of a written message is that it can be re-transmitted as required at convenient times. It is not essential to set up a complete communication from end to end, as is required for telephone conversations, though, of course, delays are unavoidable at each re-transmission. Ease of censorship, the ability to impose official delays, and the possibility of checking back are other facilities available with written messages.

4. Telephones. The basic plan of switching one telephone subscriber to another is practically the same everywhere, whatever may be the lines over which speech is passed. It is shown diagrammatically below and is explained in paragraphs 5 to 10.



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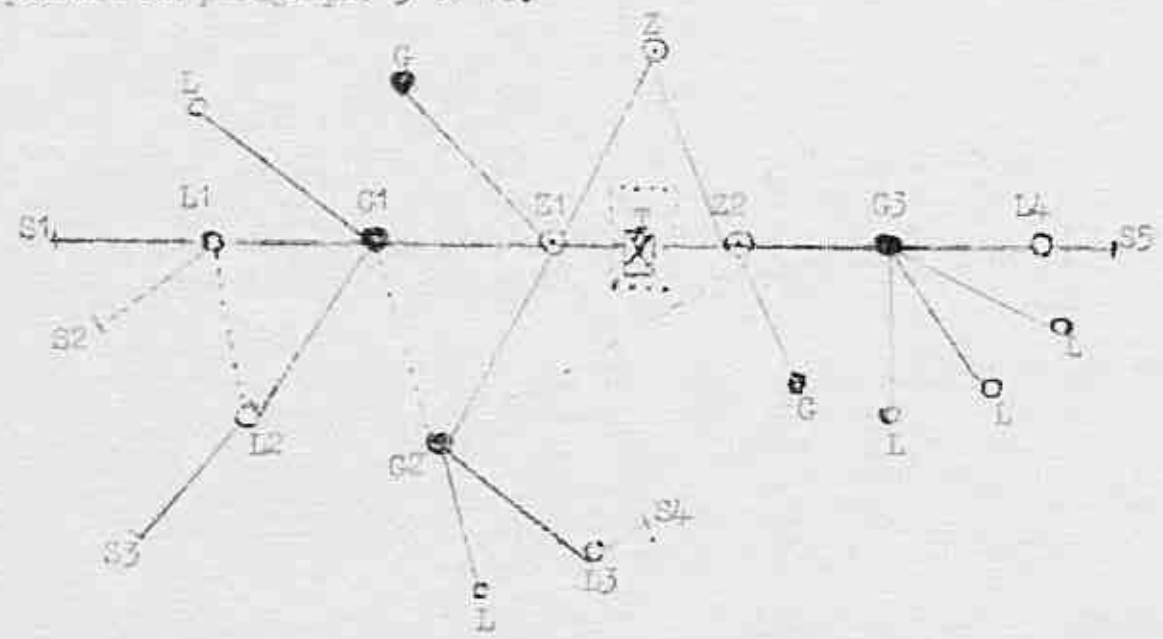

Legend.

S	Subscriber	G	Group centre
L	Local Exchange	Z	Zone centre
	Normal Route	T	Transit Centre
			Occasional route, if justified by traffic

5. Subscriber S1 wishing to speak to subscriber S2 on the same local exchange L1 is connected direct either by the telephone operator at L1 or by dialling the number of subscriber S2, thus operating automatic equipment at L1 which completes the call without the intervention of an operator.

6. A local exchange may be connected to a neighbouring exchange by direct lines, but in general a number of exchanges are given outlets to a common centre, known as a group centre. Thus subscriber S1 on exchange L1 will be

connected

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connected to subscriber S3 on exchange L2 in the same group over a direct line between the exchanges if it exists but more normally via the group centre G1.

7. Group centres may be connected to neighbouring group centres by direct lines, but in general are given outlets to switching centres called Zone centres. Subscriber S1 will normally be put into communication with subscriber S4 via L1, G1, Z1, G2 and L3, but if a direct line from G1 to G2 exists, it will be used to avoid routing via Z1.

8. Zone centres are usually interconnected. Subscriber S1 speaks to subscriber S5 via L1, G1, Z1, Z2, G3 and L4.

9. In the case of a large geographical area, such as [redacted] or [redacted], it is not economical to provide complete interconnection between zone centres. Certain zone centres are therefore chosen as "Transit" centres and through one of these a zone centre obtains access to another zone centre to which there is no direct connection.

10. The following points are of importance:

(a) Group centres and Zone centres are at the intersections of main cable routes;

(b) The number and speech quality of the circuits between points on the network depend upon the nature and volume of the traffic carried;

(c) Telephony is not only a matter of speaking over circuits, but also of giving calling and clearing signals to all the operators or apparatus concerned in setting up a call; and

(d) Each switchboard is designed for the class of telephone traffic to be handled, and if it is not appropriately designed and operated, there is a serious risk of delay in setting up connections, of premature cut-offs during conversations, and of poor transmission of speech

11. Wireless telephony and telegraphy. Wireless is used by the PTT administrations for both telephone and telegraph purposes. It is not generally realised that wireless is in everyday use as links in the internal telephone networks of various countries, in addition to its better known use for long distance telephony, such as ENGLAND to AMERICA or HOLLAND to the DUTCH EAST INDIES.

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there is no direct connection.

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11. Wireless telephony and telegraphy. Wireless is used by the PTT administrations for both telephone and telegraph purposes. It is not generally realised that wireless is in everyday use as links in the internal telephone networks of various countries, in addition to its better known use for long distance telephony, such as ENGLAND to AMERICA or HOLLAND to the DUTCH EAST INDIES.

12. Broadcasting. It is not usual for the PTT administrations to have any responsibility for radio broadcasting programmes, but they sometimes operate the broadcasting stations used by the broadcasting companies, as for example the transmitters at HILVERSUM in HOLLAND and RUISSELEDE in BELGIUM. A PTT engineer will therefore usually be the most available source of information about broadcasting potentialities in his area.

13. Wire broadcasting. Wire broadcasting, sometimes known as "Radio Relay" or "Rediffusion", is far more extensively developed in certain parts of the continent than here. It is frequently run by private companies, sometimes by the PTT and occasionally jointly by both. In view of the confiscation by the Germans of radio sets in HOLLAND and elsewhere, the wire broadcasting network should be borne in mind for disseminating instructions, information and propaganda. The wire broadcasting lines may have escaped serious damage in a town where the telephone system has been demolished, and may provide a means of rapidly giving alarm or control service to the fire, civil defence or police services.

Jul 43
JMR.

P.E.A.M.

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CIVIL AFFAIRS STAFF CENTRE

CA/322/R1

COMMUNICATIONS - I

ADMINISTRATION OF POSTAL, TELEGRAPH AND TELEPHONE SERVICES

1. The political head of the General Post Office in the UNITED KINGDOM is the Postmaster General, a Minister of the Crown. Subject to certain exceptions the Postmaster General possesses, by virtue of the P.O. Acts, the exclusive privilege of carrying letters from place to place and of performing all incidental services such as those of collecting and delivering letters. A monopoly of telecommunications services is held by the Postmaster General. In addition to the collection and delivery of letters, etc., the G.P.O. performs a variety of other services for the public, such as Parcel Post, Postal Order, Money Order, Savings Bank and Savings Certificate business. It also performs a number of services as agent for other Government Departments, including the payment of allowances and pensions, dealing in Government Stocks and Annuities, and the issue of certain licences. The various activities of the Post Office in the United Kingdom calls for the employment of a staff of about a quarter of a million persons.

2. Most European countries administer these services in the same way as the UNITED KINGDOM, through a Government Department under the political headship of a Minister. The abbreviation PTT will be used for the Post Office administration in any European country except the UNITED KINGDOM, for which G.P.O. will be used.

3. The internal services rendered by the PTT in European countries are generally very much like those rendered by the G.P.O. There are, however, a number of services which are under-taken by most Continental Post Offices but which are not afforded by the G.P.O. The more important of these services are, the Postal Cheque and Transfer service, the Collection of Commercial Accounts and the Collection of Subscriptions to News-papers and Periodicals. Postage and other rates in the internal service of a country are fixed at the discretion of the PTT concerned. It should be noted that there still remain some telephone concessions, such as the municipal systems in AMSTERDAM, ROTTERDAM and THE HAGUE, and the five private companies in DENMARK of which the COPENHAGEN Telephone Company is the largest. The licences under which municipal and private concerns are generally provide for eventual absorption into the PTT.

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4. International postal services are conducted in accordance with the provisions of the Universal Postal Union Convention, to which all European countries are parties, and indeed practically all countries in the world, the only exceptions being a few remote islands. The Universal Postal Union maintains a permanent office at BERNE which serves the countries of the Union for purposes of liaison, information and consultation. Rates for the international services are laid down by the Postal Union Convention, but are variable between prescribed minima and maxima. The International Telecommunications Union, which also maintains a permanent office at BERNE with a small secretariat, provides in respect of telecommunications the same facilities as the Universal Postal Union affords in respect of Postal Services. There are also International Consultative Committees for Telegraphs, Telephones and Radio to provide a means of exchanging technical information and to formulate detailed regulations under which the services are operated and financed.

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5. The operation of postal and telecommunications services is the prerogative of sovereign states; any interference with these services, internally or internationally, may involve important political considerations and changes should not be imposed without reference in the first instance to Postal or Telecommunications experts.

6. PTT services are closely connected with the daily life of the public and Post Offices and Telephone Exchanges are distributed in considerable numbers over the country. For convenience of administration, certain countries are divided up into Regions, each under a Regional Director who has considerable powers devolved on him by the Central Administration. In some of the larger countries, the Regions are again subdivided into groups of Post Offices and Exchanges.

OBJECT OF THE CHIEF CIVIL AFFAIRS OFFICER'S ORGANIZATION

7. The object given in the Military Manual of Civil Affairs is "to further the reconstruction of the administrative organization and, where necessary, to improve it. Such administration must, however, be subordinated to the military needs which arise during the course of the campaign."

8. The purpose of getting the administrative structure to function is, of course, to re-establish postal, telegraph and telephone services. After extensive or complete destruction of the normal technical equipment, improvisation from simple materials in comparatively simple accommodation may enable some primitive type of postal service to be re-established, but special apparatus and carefully selected premises are essential before even a rudimentary telephone service can be given; it is assumed that military field telephone equipment will not be available for ordinary civilian needs. On the other hand no satisfactory postal service can be provided unless transport facilities are available for the purpose.

ARMY POSTAL AND SIGNALS SERVICES AND THEIR RELATIONS WITH CIVIL AFFAIRS

9. The Royal Engineers (Postal Section) are responsible for handling all mails to or from troops in the Field, and it is an offence for members of an Expeditionary Force to send correspondence through the civil posts. In normal circumstances the RE8 has to maintain close liaison with the civil Post Office for the transmission of mails between the Forces and the civil population, it also makes use of civil posts for access to detachments situated away from the main body of troops.

10. The Royal Corps of Signals handle for formations in the Field all written messages, other than postal communications, and all telegraph and telephone communications, including the Naval and Royal Air

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10. The Royal Corps of Signals handle for formations in the Field all written messages, other than postal communications, and all telegraph and telephone communications, including the Naval and Royal Air Force ground requirements. The Signal Officer in Chief acting on behalf of the Commander in Chief is in charge of all available means of telecommunication in the theatre of operations, and decides priorities including civil requirements. Royal Signals make very considerable use of civilian overhead and underground lines, but do not usually make use of civilian telephone exchanges.

11. The Chief Postal Communications Officer and the Chief Telephones and Telegraphs Officer on the Chief Civil Affairs Officer's staff with their Deputies and Assistants are technical advisers on the reconstitution of the local PTT administration in the theatre of operations, and will give advice and assistance to PTT officials in re-establishing postal, telegraph and telephone services for the civil population.

12. Censorship is not a responsibility of the postal and telecommunications officers but of the appropriate branch of Force Headquarters. Civil Affairs Officers are, however, responsible for ensuring that communications are permitted only in accordance with censorship instructions covering each case and that all correspondence that the censorship wishes to see is duly presented for examination.

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CIVIL AFFAIRS STAFF GUIDE, CA/AG

CHAPTER II

ZERO HOUR IN THE RE-ESTABLISHMENT OF TELECOMMUNICATIONS SERVICES.

1. It may be ensured that very intensive demolition of plant and ... will be carried out by the retreating enemy. However, key ... office to be reopened. The position found will therefore be a state ... extensive physical destruction and administrative breakdown.

2. Most actions with the FIT will be made by the Royal Corps of Si... the will be primarily concerned in making from civil plant circ... which will all be used to meet operational requirements. It ... that any information of value to CA officers shared by U.S. Sig... reconnaissance parties will be passed on to the CA staff.

3. The first object of CA officers must be to restore the warlo... officials, to set them to work on administrative re-establishment ... liaison is concerned, and to arrange that to work as a team ... to take the best use of the materials.

4. To achieve this object, it is essential to meet officials ... could as possible, and to discuss their difficulties with them. ... sure that the senior officials and their subordinates ... confidence with civil officers and persuade Signals officers ... which is your concern for the welfare of the people, and ... will also assist.

5. The civilians should discuss as speedily as possible with the chief telecommunications officer the action which he will take to get the ... following matters:-

(a) Administration. (b) Higher control. (c) Area communications.

(d) Staff. (e) Maintainability. (f) Collection of stores.

(g) Security and discipline. (h) Relations.

(i) Equipment and training. (j) Staff accommodation.

(k) Electric power. (l) Spares and tools. (m) Transport.

(n) Signals instruction. (o) Conservation.

officials, to set them to work on administrative re-organisation and physical reconstruction, and to encourage them to work as a team, so as to make the best use of men and materials.

4. To achieve this object, it is essential to meet officials personally as early as possible, and to discuss their difficulties with them. It will save time if the senior officials and their chief assistants attend a conference with Civil Affairs officers and perhaps Signals officers, after which a tour of important PTT buildings may be made, but circumstances will alter cases.

5. The conference should discuss an agenda which the Chief Telephones and Telegraphs Officer will draw up and which will probably cover the following main items.

(a) Administration — Area controlled. Higher control. Status depots.

(b) Staff — Availability. Collection of strugglers. Employment.

(c) Services available — Telegraph and Telephone

(d) Plant position — Assessing damage and taking stock. Recoveries. Repair organisation.

(e) Special needs — e.g. Warning system, fire alarms, police network, civil defence reporting and control.

(f) Help required

6. The recommended stages of re-establishment of telephone service within a town will be:-

(a) A skeleton telephone service, consisting of up to 10 telephones, geographically disposed fairly evenly over the area, for general purposes.

(b) An individual telephone service for the most essential subscribers, priority of connexion being determined by a committee.

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(c) ...more elaborate service, resulting of ...ruption of the ...
...life of the ...ity.

7. While the best service possible, acceptable with security (...
requirements will be given, it may be necessary to take ...
one term with a good service in order to give service in a ...
term.

8. Service between terms, and telegraph service, will be ...
different because available and as the Signal Officer in Chief ...
channels for the purpose. The reasons for degree control of ...
must be explained to the local PTT officials, who must assist ...
the network.

9. It should always be remembered that the PTT have to do all the ...
that Co. specialist officers will have very little time to devote ...
the particular ...

Aug 43.
...

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8. Copyright.
It is important that [illegible]
(a) [illegible] the registration of the material, material in regard to general communications; and

(b) what steps departments are to take [illegible].

9. Use of civil communication facilities for military purposes.
Arrangements [illegible] the use of civil communications in the event of the use of the civil postal system, cable or military requisition, by military personnel, correspondence or parcel shall be [illegible] the persons addressed to the appropriate British military authority.

10. Engagement of Persons.
(a) No definite plan has been made in regard to the use of persons likely to be used for the engagement of persons at the liberation areas. In some areas small circles of [illegible] would be at hand, but it is unlikely that they will be sufficient [illegible] assistance. There persons engaged of an acceptable type are not [illegible] locally and cannot be supplied from a unit of the personnel in the [illegible], for which [illegible] have become exhausted, [illegible] etc. [illegible] locally engaged [illegible] cannot be accepted without proper [illegible] the supply of [illegible] [illegible]. It should be explained to the local [illegible] officials that [illegible] the [illegible] of [illegible] to arrange for payment of persons [illegible] with Government [illegible] [illegible] having any satisfactory method of bringing the persons selected [illegible].

(b) Care should be [illegible] that may [illegible] to lead to the [illegible] of [illegible].

June 1944.
XIX.

[illegible]

(b) By the end of 48 days.

(i) The consolidation and extension of "primary" local postal services to any smaller centres not already served: but no general, as opposed to local, postal services.

(ii) The provision of a local phone service for most "essential" subscribers, with (possibly) some outlets to other towns : , and the provision of a limited telegraph service between towns. Assuming that demolitions have been effective, telecomms will depend entirely on the importation of eqpt, which will in turn depend on the mil situation.

(c) By the end of 6 months

(i) The est of complete postal services within the district or country, with such limitations on weight and the carriage of parcels as the tyt situation may dictate. External or internal posts to await (if possible) the arrival of an accredited "native" administration - with the possible exception of letters to PW.

(ii) The local phone service can be extended to the limit of the capacity of the eqpt found or imported. It is, however, considered desirable to lay down as our policy that non-essential subscribers shall not be given phone service until the national government is effective and is prepared to take over. A tele service for the gen public should, however, be technically practicable by the end of six months. Its introduction would be left for the security personnel to decide.

2. The following additional points were agreed :-

(a) "Backbone" telecomms, for the use of the army, should be the first object of any restoration of civil trunk comms. In this connection a decision as to the status of the GPO men already commissioned in R Sigs for this duty should be sought. See Annx "A".

(b) Messenger services may be the first requirement of civil affairs ads. The Civil Defence Group should be asked to say whether this is to be their responsibility or that of the CA comms staff. See Annx "B".

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(c) Labour may from the outset or at any time subsequently be the subject of a gen call-up. It will be one of the first tasks of comms offrs to canvass all skilled personnel in their districts and to request the CA labour staff to have them "reserved".

AGENDAS.

3. It was agreed that the 2nd Meeting of the group should consider the following agenda :-

(a) APS lecture by Major Rutherford. Notes are att as annx "C".

(b) Comms personnel likely to be required :-
(i) CA staff at Force, Region, Army, and Corps HQ.
(ii) Qualifications and sources of supply of Offrs (and ORs), other than those attending this course.

(c) Info about org of occupied territory (see Annx "D")
(i) What do we already know?
(ii) Whom have we previously met (at international meetings)?
(iii) With whom are we now in touch?

4. It was agreed that items for future agendas should be those given in annx "C" of Agenda for 1st Meeting, with an addition:-

(i) A lecture on "GHQ Sigs and L of C Sigs".
(ii) A lecture on "US Army Sigs".

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4. It was agreed that items for future agendas should be those given in annx "C" of Agenda for 1st Meeting, with an addition:-

(i) A lecture on "SIS Sigs and L of C Sigs".
(ii) A lecture on "US Army Sigs".

10th. Mar 47.

MH. A.S.H.C.

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Appx "B". to C&P/39.

A number of CRE Engineers with some knowledge of French and of the French phone network have been commissioned in the R Sigs, given a months trg in army routine, drill etc. at RE, Int Cdn Sigs and returned to civil life until required. It is intended that they shall be advisers to the Sig Offr in Chief, BEF, and shall act as liaison between him and the PTT of the country in which ops take place. They are to examine exchanges, repeater stns and line plant and report to the Sig Offr in Chief what they consider to be the possibilities of restoration with the exception of the submarine cable and two carrier circuits. They are NOT intended to carry out works, which will be the responsibility of CRE Sigs and L of C Sigs. The intention is to speed-up the restoration of main line comns in the national phone network in order that the R Sigs may take circuits over and recover the RE right used in the early stages of the adv.

It will be seen that the functions of these offrs overlap very seriously with those of the CA offrs concerned with comns, and the dual approach to the PTT may cause confusion and friction. The arrangements were made before the COMD's org was formulated. It is thought that there are three possible courses :-

(a) To leave the arrangement as it stands;
(b) To have these offrs reporting to the CTTO as well as to the Sig Offr in Chief.
(c) To transfer the offrs to the Civil Affairs staff. The CTTO would then have to give the Sig Offr in Chief the service he would have had from these offrs had they been on his staff. (NOTE: Since the two submarine cable offrs will be concerned in co-operation with G.M. Cable ships and the two special carrier offrs will be working with R Sigs, personnel on P.O. sub carrier units, it is suggested that they should NOT come under the proposed transfer arrangements).

There are advantages in course (c), in reducing points of contact with PTT, in improving liaison between CTTO and Sig Offr in Chief, and in avoiding both duplication of work and friction over use of facilities.

It is therefore suggested that Lt.Col MURRAY should ask Col HARRIS for an interview, with Maj CALVERT present, and that, if agreement is reached, the agreed recommendations be submitted to the Director of Sigs and the COMD for their consideration.

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"[illegible]" to CA/T/33.

A number of CPO Engineers with some knowledge of French and of the French phone network have been commissioned in the R Sigs, given a months trg in army routine, drill etc. at [illegible], let CPO Sigs and returned to civil life until required. It is intended that they shall be advisers to the Sig Offr in Chief, [illegible], and shall act as liaison between him and the PTT of the country in which ops take place. They are to examine exchanges, repeater stns and line plant and report to the Sig Offr in Chief what they consider to be the possibilities of restoration with the exception of two submarine cable and two carrier experts. They are NOT intended to carry out works, which will be the responsibility of Sig Sigs and L of C Sigs. The intention is to speed-up the restoration of main line comms in the national phone network in order that the R Sigs may take circuits over and recover the [illegible] kept used in the early stages of the adv.

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There are advantages in course (c), in reducing points of contact with PTT, in improving liaison between CTTO and Sig Offr in Chief, and in avoiding both duplication of work and friction over use of facilities.

It is therefore suggested that Lt.Col MARTIN should ask Col HARRIS for an interview, with Maj CALVERT present, and that, if agreement is reached, the agreed recommendations be submitted to the Director of Sigs and the DCOSAC for their consideration.

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ANNEX "B" to JW/2/12.

To be passed as a memorandum to the Civil Defence Study Group.

TELEPHONE SERVICE.

The Communications Study Group has had under consideration what telephone facilities can be restored within 10 days when effective demolitions have been carried out by the enemy in a town.

It is expected that the cut of a skeleton telephone service on the lines of that designed for immediate installation in a blitzed town in this country, i.e., 'phones for districts rather than for subscribers, will be the only practical course.

The Canada personnel suppose, therefore, that the CD services will require a messenger service to be brought into being very quickly in towns where there is no telephone service.

Will this messenger service be organised by the CD administrators (as it is in this country), or will the Canada advisers be expected to look after it ?

TEAM.

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ANNEX "B"

ARMY POSTAL SERVICE - ITS FUNCTIONS AND ORGANISATION.

Brief headings of talk given by Major Rutherford.

1. Why separate Army Postal Service is necessary.
2. How personnel is recruited.
3. Relationship of Army Postal Directorate to Civil Post Office.
4. Relationship to War Office.
5. Organisation in the Field.
6. Home Forces organisation.
7. Functions of Home Postal Centre.
8. Types of service available for transmission of mails overseas, i.e. airgraph, all air letters, sea-cum-air mails, surface mails.
9. Sorting and making up of Overseas Army mails at Home Postal Centre.
10. Routing of mails overseas.
11. Distribution of mails in field.
12. Cross-posts.
13. Postal facilities provided at Field Post Offices.
14. Significance and Purpose of A.P.O. Nos.
15. Acceptance and delivery of cables by Army Postal Service.
16. Treatment of Public Complaints concerning mails to and from the Services.

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ANNEX "D" to C/D/29.

Note on discussion subject "Org of Occupied Territory".

(a) WHAT DO WE KNOW ?

Several of us have had dealings with continental exiles, but is anything definite known about their system and hierarchies ? Do we know whether Quata and Tsiocane are administered jointly or separately or by another, luxury cars ? Do we know the titles of the principal offrs with whom we should get in touch in towns and districts ?

(b) WHEN DO WE KNOW ?

It might be well to make a simple "Who's Who" of people who have had dealings with this country during the period before the war and since (say) 1935, and prepare copies for all cmmd offrs.

(c) WITH WHOM ARE WE IN TOUCH ?

It is known that Mr. Rynning Tomdesen, a leading telecrane engr from NORWAY and M. Pendraki, Engr-in-Chief from POLAND are in this country. Are there others, and should we not get in touch with them before the end of this course ?

BC. TEAM.

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CIVIL AFFAIRS STAFF GENEVA. CA/146/72.

COMMUNICATIONS STUDY GROUP.

MINUTES OF THE 3rd MEETING.

1. MEETINGS.

It was agreed that, for most items, the gp should be divided and meet separately as two sub-gps for Posts and Telecomms respectively.

2. INFORMATION.

(a) It was agreed that each member should study the posts or telecomms of those countries covered by the regional study gp to which he belonged. It was noted that the "Recueil des Services Internes" was available to members.

(b) It was agreed that much gen infm, unobtainable in intelligence summaries, will be had from personal contact with PTT members of allied nations in this country. It was agreed to request permission for this contact. See annx "C".

(c) It was agreed to enquire as to whether the necessary detailed tech infm (particularly about telecomms), required in each European country, has been collected and collated. Members of the gp would like to examine such infm to see if it is complete. See annx "C".

3. FIRST STEPS.

The Posts and Telecomms sub-gps agreed respectively to produce a sequence of the actions likely to be required in a newly occupied area, for consideration at the next meeting. See annx "A" and "B".

4. AGENDA for the 4th meeting:-

(a) First steps as in para 3 above. It is proposed that, when agreed, these should be tabulated and reproduced so as to be available for the use of comms CA offrs in the FA. An abbreviated version may be made for inclusion in the CA handbook.

(b) Telecomms sub-gp will also consider:-

(i) telecomms services likely to be required by CA staffs at Force and Regions HQ.

(ii) requirements of OBs.

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CIVIL AFFAIRS STAFF OFFICERS. CA/116/71.

COMMUNICATIONS STUDY GROUP.

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2. INFORMATION.

(a) It was agreed that each member should study the posts or telecomms of those countries covered by the regional study gp to which he belonged. It was noted that the "Recueil des Services Interbes" was available to members.

(b) It was agreed that much gen infm, unobtainable in intelligence summaries, will be had from personal contact with FFI members of allied nations in this country. It was agreed to request permission for this contact. See annx "B".

(c) It was agreed to enquire as to whether the necessary detailed tech infm (particularly about telecomms), required in each European country, has been collected and collated. Members of the gp would like to examine such infm to see if it is complete. See annx "C".

3. FIRST STEPS.

The Posts and Telecomms sub-gps agreed respectively to produce a sequence of the actions likely to be required in a newly occupied area, for consideration at the next meeting. See annx "A" and "D".

4. AGENDA for the 4th meeting:-

(a) First steps as in para 3 above. It is proposed that, when agreed, these should be tabulated and reproduced so as to be available for the use of senior CA offrs in the fd. An abbreviated version may be made for inclusion in the CA Handbook.

(b) Telecomms sub-gp will also consider:-

(i) telecomms services likely to be required by CA staffs at Force and Regions HQ.

(ii) requirements of OBs.

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(c) It was agreed to enquire as to whether the necessary [illegible] tech info (particularly about telecomm), required in each European country, has been collected and collated. Members of the sp would like to examine such info to see if it is complete. See annx "C".

3. WORK DONE.

The Posts and Telecomms sub-sps agreed respectively to produce a sequence of the actions likely to be required in a newly occupied area, for consideration at the next meeting. See annx "A" and "B".

4. AGENDA for the 4th meeting:-

(a) Final steps as in para 3 above. It is proposed that, when agreed, these should be tabulated and reproduced so as to be available for the use of enemy CA offrs in the fd. An abbreviated version may be made for inclusion in the CA Handbook.

(b) Telecomms sub-sp will also consider:-

(i) telecomms services likely to be required by CA staffs at Force and Regions HQ.

(ii) requirements of OGs.

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CIVIL AFFAIRS STAFF (SCITE) CA/M/71.

Annex A to Agenda for 3rd meeting of Comms Study Group.

The first steps to be taken in any newly occupied district or town will depend largely on the nature and extent of any preparatory work which may have been done, or can be done immediately on arrival to ensure cooperation on the part of the appropriate local authority. For example, in France, it may be desirable to ensure the cooperation of the Prefect, Sub-Prefect or Mayor as the case may be, in view of the influence which a suitable holder of the office is likely to exert in the locality.

It is presumed that where this cooperation can be secured, the way would be clear for the various Civil Affairs functional officers to make contact with those officials most likely to be in a position to assist them in their respective duties, without each functional representative having to make a separate appeal for cooperation in the sphere in which he is personally concerned. In cases where no suitable high representative is available, it is presumed that CAOs will have authority to appoint the appropriate local officials, e.g. postal, and to consider with him the services hitherto afforded, the scale of services which can be operated under the new conditions, and to earmark suitable staff and accommodation consistent with the carrying out of the services decided on.

Presumably, a general proclamation will be issued by the C.O.C. at a very early stage, notifying, inter alia, that all postal, telegraph and telephone communication with the enemy or enemy-occupied countries (to be mentioned individually) is suspended, except correspondence for Prisoners of War, which will continue to be accepted. (It is important that there should be no suspension of the latter service to Prisoners of War; until such time as postal communication can be set up with a neutral country prepared to act as intermediary for the transmission of Prisoners of War correspondence, letters from a liberated district or country to prisoners in enemy hands will, in the case of countries in Western Europe, have to circulate via the United Kingdom P.O., and considerable delay will in any event be incurred as compared with the service hitherto afforded under German occupation).

The responsible Postal Communications officers should work in the closest cooperation with the Censorship authorities, not only as regards correspondence to and from Prisoners of War, but as regards all postal services which it is proposed to afford within the liberated area itself, in order to ensure that proper arrangements are made to submit to the censorship authorities any correspondence which they consider it necessary to examine before it is despatched or put in course for delivery.

When the scale of postal services to be afforded has been settled, and the

CIVIL AFFAIRS STAFF CENTRE

CA/M/71.

Annex A to Agenda for 3rd meeting of Comms Study Group.

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Presumably, a general proclamation will be issued by the G.O.C. at a very early stage, notifying, inter alia, that all postal, telegraph and telephone communication with the enemy or enemy-occupied countries (to be mentioned individually) is suspended, except correspondence for Prisoners of War, which will continue to be accepted. (It is important that there should be no suspension of the latter service to Prisoners of War; until such time as postal communication can be set up with a neutral country prepared to act as intermediary for the transmission of Prisoners of War correspondence, letters from a liberated district or country to prisoners in enemy hands will, in the case of countries in Western Europe, have to circulate via the United Kingdom P.O., and considerable delay will in any event be incurred as compared with the service hitherto afforded under German occupation).

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When the scale of postal services to be afforded has been settled, and the necessary staff, premises and stores are available, notices should be prepared for exhibition at Post Offices throughout the area, and elsewhere as may be expedient, setting out the services that are available to the public. On the assumption that certain essential postal stores, such as bags, string, wax, forms, stamp-cancelling dies, scales and weights may already have been removed or destroyed, a small initial stock of these and other essentials will be sent from the U.K. as soon as transport can be arranged. Pending the arrival of these stores, the best extemporisations possible with the materials remaining available should be adopted so as to ensure as far as possible continuity, or the setting up of at least a primary postal service.

The foregoing remarks apply mainly to postal services in town areas where it may be possible to secure the cooperation of the Postmaster or a competent official of lower rank with a knowledge of the town and surrounding country. Where rural areas not served from a town are concerned, it will be necessary to ascertain from what large neighbouring Post Office the area has hitherto been administered and to concert with the Head Postmaster measures to enable the rural areas to be brought within the scope of the services to be provided, and to that end, to see that the small P.Os. in the area are supplied with the necessary P.O. stores and with such instructions as are issued from time to time in regard to the services available to the inhabitants. The chief difficulty envisaged as regards purely rural areas is transport, but it may be possible to

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arrange for a small amount of transport capacity to be allocated to mails along with other classes of traffic, e.g., food, which has to be conveyed to outlying districts with some degree at least of regularity.

As postage stamps may be said to be an essential feature of any postal service, it is desirable that a decision as to the precise line to be followed in relation to the problem of postage stamps should be taken as early as possible in advance of actual invasion. The nature of the problem will depend upon whether the invaded country is that of an allied state with a Government in the U.K., or a friendly country with no representation in the U.K., or an enemy country. The question of the type and design of postage stamps is a matter which touches very closely a country's susceptibilities and sovereignty. The Postal Union Convention provides, inter alia, that the name of the country shall appear on the postage stamp which it issues (the U.K. alone amongst countries of the Union has ignored this provision for reasons which need not be mentioned here) but the design is a matter entirely within the jurisdiction of the individual countries.

Certain countries whose governments are in the U.K., e.g., Poland and Norway, have already issued stamps, specially designed and printed in the U.K., for use on board their ships of war and merchant fleet. It would no doubt be the wish of the governments of these countries that such stamps should be made available in their respective countries as and when they are liberated, but as the present consumption of the stamp in question is limited it would be necessary to arrange for considerably increased stocks to be available at the material time: the printing of the stamp is carried out in the U.K.

Of the remaining allied states whose legitimate governments are located in London, Holland at least is known to have been considering the question of issuing distinctive stamps on the lines of those issued by Norway and Poland.

The case of France is different. The French National Committee in London provides postage stamps for use in the territories recognising de Gaulle, but it is understood that there would be political objection to the use of such stamps in liberated France, even if overprinted, e.g. by the word 'France', at all events until a rapprochement between the de Gaulle and Giraud factions on a basis satisfactory to His Majesty's Government, has been accomplished.

There are obvious objections to continuing to use in a liberated part of France postage stamps which have been authorised by Vichy and are current throughout France. There is, for example, the risk that the printing plates may have been taken over by the Germans who would in that case be in a position to continue to print stamps and dispose of them to their financial advantage; presumably, therefore, early steps would have to be taken to demonetise these issues. Similar objections on the ground of possible financial exploitation by Germany would apply to the continued use of stamps used during German occupation in Holland, Belgium, Czechoslovakia, Yugoslavia, Greece and Denmark.

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It is proposed that the procedure to be followed in connexion with P.O. Savings Bank business and the payment of any outstanding money orders will be decided in the light of the general procedure regarding banking and currency, by the Chief Finance and Accounts Officer, with whom close touch should be maintained so as to ensure that the general procedure is applied simultaneously to the P.O. services referred to above.

It is regarded as essential, that one or more interpreters should be available to facilitate the negotiations between the postal staff of the C/O and the local postal authorities.

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Annex B.

First Steps

Telegraphs and Telephones

		Para.
1.	Initial contacts.	1.
2.	First conference.	2.
3.	First report.	6.
4.	HQ co-ordination.	7.
5.	Restoration of Local Service.	
	Aim.	8.
	S.T.S. Schemes.	9.
	Alternative equipment.	10.
	Selection of service points.	11.
	Establishment of local committees.	12.
	Report to C.T.T.O.	13.
6.	Re-establishment of Junction and Trunk service.	14.
	Report to C.T.T.O.	15.
7.	Re-establishment of telegraph service.	16.
	Equipment.	17.
	Stationery & Messengers.	18.
	Report to C.T.T.O. & C.P.O's representative.	19.
8.	Equipment Manufacturers Report on factories.	20.

istrative officer, the senior engineer, the senior traffic officer, an officer responsible for stores, and an officer who maintains staff records or has the best knowledge of employees likely to be available.

3. The purposes of the initial conference are:-

(a) To inform the local representatives that the earliest restoration of the local and trunk services is required.
(b) To initiate a suitable investigation aimed at revealing as quickly as possible the state of the plant and equipment.
(c) To direct that an inventory be made immediately of all spare equipment and stores.
(d) To call into service all available employees of the organisation and to prepare a register of their names and qualifications.
(See draft Agenda - Appendix I).

4. It will be appreciated that where only subordinate or otherwise inadequate officials of the local authority are available the information required under 3 (b) and (c) above will have to be obtained by the C.A. officer by inspection and, in order to bring together the local employees of the organisation it may be necessary to post suitable notices. If the latter is found to be necessary the assistance of the C.C.I.O's representative and the Postal Communications officer may be desirable.

5. Whatever the circumstances it should be borne in mind that the object is to obtain as quickly as possible a true picture of the state of the service and of the extent to which men and materials are or can be made available to render an effective service.

First Report.

6. For any town visited for this purpose A brief report to the C.T.T.O. should be submitted within 24 hours of arrival indicating:-

(A) Telephone System.

(i) Type(s) of exchange(s) and size (capacity and working equipment in terms of d.e.l.)

(ii) Extent of damage to internal equipment.

(iii) Extent of damage to external plant.

(iv) Available spare equipment.

(v) Available stores.

(vi) Extent to which staff are likely to be available:-, 1665
(a) Engineering personnel according to qualification.
(b) Operating personnel.
(c) Other personnel.

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(See Draft Agenda - Appendix I).

4. It will be appreciated that where only subordinate or otherwise inadequate officials of the local authority are available the information required under 3 (b) and (c) above will have to be obtained by the C.T.O. officer by inspection and, in order to bring together the local employees of the organisation it may be necessary to post suitable notices. If the latter is found to be necessary the assistance of the C.C.A.O's representative and the Postal Communications officer may be desirable.

5. Whatever the circumstances it should be borne in mind that the object is to obtain as quickly as possible a true picture of the state of the service and of the extent to which men and materials are or can be made available to render an effective service.

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(vi) Extent to which staff are likely to be available:-

(a) Engineering personnel according to qualification.
(b) Operating personnel.
(c) Other personnel.

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(B) Telegraph System.

(i) Types of equipment and number.

(ii) Extent of damage to equipment.

(iii) Availability of suitable circuits for restoration of desirable services.

(iv) Available spare equipment.

(v) Extent to which staff are likely to be available:-
(a) Operating personnel.
(b) Delivery service personnel (either separate or by C.D. or P.O. personnel).
(c) Engineering maintenance staff.

(C) Type and state of local power supply.

HQ Co-ordination.

7. The purpose of this report is to enable the C.T.T.O. to co-ordinate the work of restoration and to direct available supplies into the most useful parts of the system when viewed as a whole. The submission of the report does not relieve the C.E. officer on the spot from the task of pressing on with all speed the work of restoration as far as it lies within the bounds of practical possibility.

Restoration Aim.

8. The conditions encountered will necessarily vary between those where the system has been completely destroyed and the personnel entirely removed and where little or no damage has been suffered and adequate staff and stores are available for the operation and maintenance of a good service. Whatever the state of the equipment it will be recognised that the need for service will depend entirely on the probable importance of the system in the chain of military communications which it is hoped to establish from the ruins of the civil network and/or the extent to which civilians have survived in the neighbourhood. Thus a town away from the chain of military communications which has suffered damage to an extent that most of its inhabitants have been killed or left the neighbourhood will rank low in the order of priority of restoration no matter what its importance may have been in normal times.

S.T.S. Schemes.

9. Where a large civil population remains, telephone communication for civil

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parts of the system when viewed as a whole. The submission of the report does not relieve the C.R.E. officer on the spot from the task of pressing on with and speed the work of restoration as far as it lies within the bounds of practical possibility.

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9. Where a large civil population remains, telephone communication for civil defence purposes will be an urgent requirement, and to meet such cases it is hoped to have available a small quantity of simple military equipment (Switch UC 10, eleven telephones and 10 miles of double wire for each town chosen), for the rapid establishment of a skeleton telephone service.

Alternative Equipment.

10. There will be little of this equipment available and it is therefore essential that all other means of providing service should be explored. The obvious alternatives are,

(a) the possibility that a suitable P.B.X. switch has escaped destruction in some industrial or commercial building and that circuits in the local network can be made good quickly,
(b) that a simple switch can be constructed from local stores or from undamaged parts of otherwise useless equipment,
(c) or that suitable enemy military equipment has been abandoned in the neighbourhood.

Selection of Service Points.

11. Whether military or recovered equipment is used, the object should be to provide about 10 circuits radiating from a central switchboard to points disposed as evenly as possible throughout the town. The points chosen for the

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installation of the telephones may not be in themselves important civil defence or other public service stations but they should be selected as far as possible to provide that, with messengers operating from each of the telephones to carry written messages, urgent messages can be transmitted to all parts of the town.

Establishment of Local Committees.

12. In advising the local authorities on the selection of suitable points it should be suggested that the Police, civil defence and medical (Casualty and Public Health) services should be consulted, and where it seems desirable the advantages of forming a local communications committee including representatives of these and other public services, should be emphasized. It should be explained that such a committee is likely to be of great help when the question of the restoration of a bigger system is under consideration.

Report to C.E.T.O.

13. A report of the establishment of a skeleton telephone service including a brief description of the arrangements, should be forwarded to the C.E.T.O. as soon as the system is brought into use. The report should also include an indication of the steps proposed to effect a larger restoration of service and should indicate to what extent commercial and industrial organizations in the exchange area are able to function and are in need of telephone service.

Junctions & Trunks.

14. Although the re-establishment of a local service is the prime consideration, connection to a wider net-work is obviously desirable wherever practicable, and should be considered at the same time. The possibility of a junction and/or trunk service being restored must depend entirely on local circumstances and little guidance can be given in advance of operations. The local authority should be encouraged to make every possible effort to link their system with those of neighbouring towns even though the conditions suggest that only poor quality transmission is to be expected.

Report to C.E.T.O.

15. The establishment or improvement (whether in transmission or in traffic carrying capacity) of any inter-exchange link should be reported to the C.E.T.O.

Telegraph Service.

16. The re-establishment of a telegraph service will necessarily depend in the first case on the restoration of a circuit to a neighbouring town. Short links, unless affording connection to another office from which onward transmission can be effected, should not be attempted in the early stages,

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Telegraph Equipment.

17. Local apparatus should be brought into use then available or capable of use after local repair. The possibility of assembling one workable set from a number of partly destroyed instruments should not be overlooked. A small number of morse (single current) sounder sets are likely to be available in the Headquarters Stores and, if morse operators are available for each of the terminal towns, these may be requisitioned.

Stationery & Messengers.

18. Message pads and forms must be obtained locally and in arranging the messenger service for delivery the possibility of using that standing by for civil defence should be considered.

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Report to C.T.T.O.

19. The establishment of a telegraph service should be reported to the C.T.T.O. and to the nearest local representative of the C.P.O. lest it should be desired to impose a censorship on the messages transmitted.

Equipment Factories.

20. When discussing industry with the local officials, every effort should be made to ascertain whether any organisations exist which have at any time manufactured electrical equipment or wire. Where these are found, the factory should be visited and the possibility of the manufacture of equipment or the supply of wire explored. A full report on the nature of the equipment, availability of staff and the extent to which raw materials and supplies have survived, should be reported to the C.T.T.O.

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17 Mar 43.

JEHO/EL

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CA/M5/71.

DRAFT

CIVIL AFFAIRS STAFF COURSE.

COMMUNICATIONS STUDY GROUP.

Annex "C" to Minutes of 3rd Meeting.

Assistant Commandant.

1. May permission be requested for members of this study group to make individual contact with PTT members of allied governments in this country? Many of their technicians are already known to members of the study group, through pre-war international meetings. It is thought that much general information, unobtainable from normal intelligence summaries, can be got from contact with them.

2. It is realised that it will be the duty of G.S.I(Plans) to produce the necessary technical information before an operation. May permission however be requested for members of this study group to have access to information so far collected and collated, in order to check that :-

(i) adequate steps are being taken to obtain the necessary information, while there is still time to do so.

(ii) there is no omission of particular types of technical information.

19 Mar 43.
AEHC/HC.

Lt. Col. G.S.

1663

CIVIL AFFAIRS STAFF CENTRE. CA/M6/82

COMMUNICATIONS STUDY GROUP.

Minutes of 4th Meeting.

1. Establishment
The group examined the draft W.E. for comms offrs and ORs at Force, Region, Army, and Corps HQ and decided on amendments embodied in a letter at annx "A".

2. Information
(a) The draft letter was amended and agreed. It is att as annx "B".
(b) Major Calverley agreed to make enquiries from GSI (plans) in London on the subject of para 2 (i) of the draft letter (omitted in the revision). For this purpose he was provided with a questionnaire att as annx "C".

3. First Steps
(a) Telecomms will consider the draft further.
(b) The Postal draft was amended and is att as annx "D".

4. Telecomms for CA staffs.
The telecomms sub-group considered the provision of internal phone comms for CA staffs at HQ, as requested by the DCCAO. Major Calverley stated that two instruments per offr was a standard provision for staffs. On this basis the following arrangements are recommended.

(a) At Force HQ 68 instruments will be required. The standard "command" switchboard cannot accomodate this number of extra lines. It was therefore decided to request two 40 line P & S boards with the necessary equipment (to be listed by Major Calverley) - one initially and the second one as traffic increases. It was agreed that R.C. of Sigs will operate the boards.

(b) At Regional HQ the same scale of equipment will be required as at Force HQ.

(c) At Army and Corps HQ, CA staffs will require 8 and 6 instruments respectively. Major Calverley stated that eight extra lines should be available on an army board, but that he doubted if 6 extra would be available at corps. He agreed to enquire.

5. Railway Comms

Declassified E.O. 12356 Section 3.3/NND No. 785016

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(b) The Postal draft was amended and is att to anx "D".

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(b) At Regional HQ the same scale of equipment will be required as at Force HQ.

(c) At Army and Corps HQ, CA staffs will require 8 and 6 instruments respectively. Major Calverley stated that eight extra lines should be available on an army board, but that he doubted if 6 extra would be available at corps. He agreed to enquire.

5. Railway Comms
The provision of rly comms was considered as a result of a request by the Tn Gp. Rly comms are provided differently in different countries and it was agreed that Tn should try and set the normal system themselves. However, in a country where the local PTT normally provides rly comms, it will be the duty of CA comms offrs to assist Tn with negotiations in case of difficulty.

6. Agenda for 5th Meeting
(a) Telegrams. Posts and Telecomms sub-gps will consider liaison required required between each other in acceptance and delivery of telegrams.

(b) Posts sub-gp will then consider the following:-
(i) an explanatory talk on the International Postal Union by Captain Bell.
(ii) the training of staffs for postal duties with the CA branch of a REP.

(c) Telecomms sub-gp will consider:-
(i) First Steps, vide para 5 (a) above.
(ii) the training of staffs for telecomms duties with the CA branch of a REP.

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/RMP.

Declassified E.O. 12356 Section 3.3/NND No. 785019

Declassified E.O. 12356 Section 3.3/NND No. 785016

Annx "A" to Minutes of the 4th Meeting of the Comms Study Gp.

Assistant Commandant

Ref the draft W.E. of Comms staffs at HQ, which the Comms Study Gp has been asked to consider, suggested amended ests are given below.

1. It will be seen that the main amendments consist in the upgrading of appointments, which have been considered from two aspects.

   (a) Firstly there is the importance of the work to be done. The desirability of higher grades is best seen in the work of a DCTTO at Region. This offr will be responsible for the running of the telecomms in an area which may comprise several large towns. The task would seem to be one for a Colonel or Lt Col.

   (b) Secondly there is the desirability of getting suitable men from the GPO. The question of rank is compared by the GPO on a salary basis, so that they provide a man with similar salary when asked for offrs to fill grade one or two appointments. On this basis the gp is convinced that suitable men will not be made available for the work to be done unless the appointments are upgraded as suggested.

2. Although it does not affect the recommendations of this gp, attention is drawn to the fact that all the members were informed in writing by the GPO that they were being trained on this course to fill grade one appointments. If, as seems probable from the draft W.E., they will be required in some cases for grade two appointments, there will be a possibility of their being withdrawn by the GPO and junior men offered in their place.

3. Force HQ Amendments

(a) Telecomms

CTTO	Colonel		1
DCTTO	(Engineering)	Lt Col	1
ACTTO	(Engineering)	Major	1
ACTTO	(Stores & Industry)	Major%	1
DCTTO	(Traffic)	Lt Col	1
ACTTO	(Traffic)	Major%	1

% might be captains.

(b) Posts

CPOO	Colonel	1
DCPOO	Lt Col	1
ACPOO	Captains	2

on a salary basis, so that they provide a man with similar salary when asked for offrs to fill grade one or two appointments. On this basis the gp is convinced that suitable men will not be made available for the work to be done unless the appointments are upgraded as suggested.

2. Although it does not affect the recommendations of this gp, attention is drawn to the fact that all the members were informed in writing by the CPO that they were being trained on this course to fill grade one appointments. If, as seems probable from the draft W.E., they will be required in some cases for grade two appointments, there will be a possibility of their being withdrawn by the CPO and junior men offered in their place.

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DCTTO	(Engineering)	Lt Col	1
ACTTO	(Engineering)	Major	1
ACTTO	(Stores & Industry)	Major%	1
DCTTO	(Traffic)	Lt Col	1
ACTTO	(Traffic)	Major%	1

% might be captains.

Of the ORs, one L cpl should be a draughtsman, and two of the clerks should be shorthand writers.

(b) Posts

CPCO	Colonel	1
DCPCO	Lt Col	1
ACPCO	Captains	2

Of the clerks, one should be a shorthand typist.

4. Region HQ Amendments

(a) Telecomms

DCTTO		Lt Col	1
ACTTO	(Engineering)	Major	1
ACTTC	(Traffic)	Major	1

Of the ORs, one should be a draughtsman and one a shorthand typist.

(b) Posts

DCPCO	Lt Col	1
ACPCO	Major	1
ACPCO	Captain	1

Of the clerks, one should be a shorthand typist.

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5. Note that at least one of the clerks in each HQ should be a linguist (of the country concerned) in order to deal with filing.

Declassified E.O. 12356 Section 3.3/NND No. 785016

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Declassified E.O. 12356 Section 3.3/NND No. 785016

Assistant Commandant

1. It is realised that it will be the duty of GSI (Plans) to produce the necessary tech infn before an op. May permission however be requested for members of this study gp to have access to the infn so far collected and collated, in order to check that there is no omission of the type of tech infn particularly required by this op.

2. May permission be requested for members of this study gp to make contact with members of the ITT staffs of Belgium, Denmark, France, Holland and Norway. Many of their technicians are already known to members of the study gp through pre-war international meetings, and at least one is known to be in this country. It is thought that personal contact, as distinct from factual information obtainable from int summaries, will be of great benefit to comms offrs.

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Annx "C" to Minutes of the 4th Meeting of the Comm Study Gp.

Telephone and Telegraph information required. France, Belgium, Holland, Denmark, Norway, Italy, Germany.

1. Basic Telephone and Telegraph organisation.

2. Boundaries and Head Offices of Regions, Areas etc and titles of chief telecommunications officers.

3. Map of Zones and Groups.

4. Map of Main routes, U/G and O/H showing Repeater Stations.

5. Any information about exchanges corresponding to the Post Office list "TF 60", and manufacturers of the equipment.

6. Names of manufacturers and location of factories for :-

   Equipment
   Cable
   Small Stores
   Amplifying or repeating equipment
   Secondary cells
   Charging plant
   Telegraph plant

7. Telegraph systems in use and method of working.

8. Oddments of general interest, such as Power supplies, systems of dialling, multi-exchange schemes.

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Declassified E.O. 12356 Section 3.3/NND No. 787016

FIRST STEPS FOR TELECOMS.

Annex "D" to Minutes of 4th Meeting of Comms Study Group.

Preliminary Contacts.

1) The first steps to be taken in any newly occupied district or town will depend largely on the nature and extent of any preparatory work which may have been done, or can be done immediately on arrival to ensure cooperation on the part of the appropriate local authority. For example, in France, it may be desirable to ensure the cooperation of the Prefect, Sub-Prefect or Mayor as the case may be, in view of the influence which a suitable holder of the office is likely to exert in the locality.

2) It is presumed that where this cooperation can be secured, the way would be clear for the various Civil Affairs functional officers to make contact with those officials most likely to be in a position to assist them in their respective duties, without each functional representative having to make a separate appeal for cooperation in the sphere in which he is personally concerned. In cases where no suitable high representative is available, it is presumed that postal CAOs will have authority to approach the appropriate local officials, e.g. postal, and to consider with him the services hitherto afforded, the scale of services which can be operated under the new conditions, and to earmark suitable staff and accommodation consistent with the carrying out of the services decided on.

Suspension of Services to Enemy Countries.

3) Presumably, a general proclamation will be issued by the S.C.A.C. at a very early stage, notifying, inter alia, that all postal, telegraph and telephone communication with the enemy or enemy-occupied countries (to be mentioned individually) is suspended, except in the case of correspondence for Prisoners of War.

Correspondence for Prisoners of War.

4) It is important that there should be no suspension of the letter service to Prisoners of War; until such time as postal communication can be set up with a neutral country prepared to act as intermediary for the transmission of Prisoners of War correspondence, letters from a liberated district or country to prisoners in enemy hands will, in the case of countries in Western Europe, have to circulate via the United Kingdom P.O., and considerable delay will in any event be incurred as compared with the service hitherto afforded under German occupation.

Censorship.

5) The responsible Postal Communications officers should work in the closest cooperation with the Censorship authorities, not only as regards correspondence to and from Prisoners of War, but as regards all postal services which it is proposed to afford within the liberated area itself, in order to ensure that proper arrangements are made to submit to the censorship authorities any correspondence which they consider it necessary to examine before it is

and to earmark suitable staff [illegible]
out of the services decided on.

Suspension of Services to Enemy Countries.
3). Presumably, a general proclamation will be issued by the C.O.C. at a very early stage, notifying, inter alia, that all postal, telegraph and telephone communication with the enemy or enemy-occupied countries (to be mentioned individually) is suspended, except in the case of correspondence for Prisoners of War.

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Notification of Services.
6) When the scale of postal services to be afforded has been settled, and the necessary staff, premises and stores are available, notices should be prepared for exhibition at Post Offices throughout the area, and elsewhere as may be expedient, setting out the services that are available to the public.

Stores.
7) On the assumption that certain essential postal stores, such as bags, string, wax, forms, stamp-cancelling dies, scales and weights may already have been removed or destroyed, a small initial stock of these and other essentials will be sent from the U.K. as soon as transportation can be arranged; pending the arrival of these stores, the best extemporisations possible with the materials remaining available should be adopted so as to ensure as far as possible continuity, or the setting up of at least a primary postal service.

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Scope of Services: Town & Rural.

8) The foregoing remarks apply mainly to postal services in town areas where it may be possible to secure the cooperation of the Postmaster or a competent official of lower rank with a knowledge of the town and surrounding country. Where rural areas not served from a town are concerned, it will be necessary to ascertain from what large neighbouring Post Office the area has hitherto been administered and to concert with the Head Postmaster measures to enable the rural areas to be brought within the scope of the services to be provided, and to that end, to see that the small P.Os. in the area are supplied with any necessary P.O. stores and with such instructions as are issued from time to time in regard to the services available to the inhabitants. The chief difficulty envisaged as regards purely rural areas is transport, but it may be possible to arrange for a small amount of transport capacity to be allocated to mails along with other classes of traffic, e.g., food, which has to be conveyed to outlying districts with some degree at least of regularity.

Postage Stamps.

9) As postage stamps may be said to be an essential feature of any postal service, it is desirable that a decision as to the precise line to be followed in relation to the problem of postage stamps should be taken as early as possible in advance of actual invasion. The nature of the problem will depend upon whether the invaded country is that of an allied state with a Government in the U.K., or a friendly country with no representation in the U.K., or an enemy country. The question of the type and design of postage stamps is a matter which touches very closely a country's susceptibilities and sovereignty. The Postal Union Convention provides, inter alia, that the name of the country shall appear on the postage stamp which it issues (the U.K. alone amongst countries of the Union has ignored this provision for reasons which need not be mentioned here) but the design is a matter entirely within the jurisdiction of the individual countries.

10) Certain countries whose governments are in the U.K., e.g. Poland and Norway, have already issued stamps, specially designed and printed in the U.K., for use on board their ships of war and merchant fleet. It would no doubt be the wish of the governments of these countries that such stamps should be made available in their respective countries as and when they are liberated, but as the present consumption of the stamp in question is limited it would be necessary to arrange for considerably increased stocks to be available at the material time: the printing of the stamp is carried out in the U.K.

11) Of the remaining Allied states whose legitimate governments are located in London, Holland at least is known to have been considering the question of issuing distinctive stamps on the lines of those issued by Norway and Poland.

12) The case of France is different. The French National Committee in London provides postage stamps for use in the territories recognising de Gaulle, but

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12) The case of France is different. The French National Committee in London provides postage stamps for use in the territories recognising de Gaulle, but it is understood that there would be political objection to the use of such stamps in liberated France, even if overprinted, e.g. by the word "France", at all events until a rapprochement between the de Gaulle and Giraud factions on a basis satisfactory to His Majesty's Government, has been accomplished.

13) There are obvious objections to continuing to use in a liberated part of France postage stamps which have been authorised by Vichy and are current throughout France. There is, for example, the risk that the printing plates may have been taken over by the Germans who would in that case be in a position to continue to print stamps and dispose of them for their financial advantage; presumably, therefore, early steps would have to be taken to demonetise those issues. Similar objections on the ground of possible financial exploitation by Germany would apply to the continued use of stamps used during German occupation in Holland, Belgium, Czechoslovakia, Yugoslavia, Greece and Denmark.

Savings Bank & Money Order Business.

14) It is presumed that the procedure to be followed in connexion with Post Office Savings Bank business and the payment of any outstanding money orders will be decided in the light of the general procedure regarding banking and currency, by the Chief Finance and Accounts Officer, with whom close touch should be maintained so as to ensure that the general procedure is applied simultaneously to the Post Office services referred to above.

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Interpreters.

15) It is regarded as essential, that one or more interpreters should be available to facilitate the negotiations between the postal staff of the CAO and the local postal and other authorities.

20 Mar 43.
AFHC/JMR.

CIVIL AFFAIRS STAFF CENTRE

COMMUNICATIONS STUDY GROUP

CA/COM/110

Minutes of 6th and 7th Meetings

VISIT

1. The group visited 1st GHQ Sigs on Wednesday 24 March and saw types of R.C. of Sigs equipment.

COOPERATION - SIGS

2. Cooperation with the R.C. of Sigs was discussed with Colonel Harris, and in apnx "A" decisions are given about:-
   (i) liaison personnel
   (ii) the use of civil telecomms equipment
   (iii) the provision of comm for CA staffs.

GROUPING

3. At apnx "B" are shown the proposals made by the Posts sub-gp for being grouped under "public welfare" instead of under "public safety".

CYPHER

4. As a result of discussions G(Plans) Home Forces, it was agreed that Telecomms clerical personnel at Force and Regional HQ should be trained in low grade cipher work.

LEGAL

5. It was agreed to request the Legal Group to clarify the position affecting emergency powers to utilise private property for construction of telecomms by the indigenous PTT in the conditions likely to prevail in an occupied friendly country.

AGENDA for 8th MEETING

6. Both groups will continue their examination of available information with a view to summarising the useful points.

30 Mar 43
AEHQ/ARC.

Declassified E.O. 12356 Section 3.3/NND No. 785016

CIVIL AFFAIRS STAFF CENTRE

CA/MEL/110

Appx "A" to Minutes of 6th and 7th Meetings

COOPERATION with R/C of SIGS

Col. L.H. Harris gave an address on the organisation and operation of GHQ Sigs and L of C Sigs, and also dealt briefly with the work of Air Formation Sigs, whose duties would be carried out in the same territory.

1. Recce Parties

Each Army would have a Signals Reconnaissance Party of perhaps 3 officers who would follow closely behind the leading Divisions, examining the condition of the P.T.T. plant, with particular reference to overhead and underground lines and repeater stations. It would be desirable to include an A.T.T.O. from the C.C.A.O's. staff in the recce party, to provide liaison between the C.S.O. and the regional D.C.T.T.O., and to make first contact with P.T.T. officers.

2. Existing Wires and Cables

The various signal units would pick up overhead wires and underground cable pairs in the local network freely for their own uses, without regard to the normal use of the wires thus appropriated, and cut in to service switchboards. At a later stage, it would be convenient for the normal routings and equipment to be restored, but for a long time there would be very few long-distance circuits available for civilian use.

3. Switchboards

L of C Sigs would instal one 200-line Command Switchboard in each sub-area, and a large number of F and F 30-line boards, amounting to 15 or 20 in a base sub-area. These would not be replaced by lines on the local civil exchange switchboard, when restored, but the lines from army switchboards to the civil exchange would be provided to give access to local officials served from the civil exchange. R Sigs would probably make no other use of civil telephone exchanges.

4. Civil Affairs

(a) Boards. L of C Sigs could not give high priority to the installation of a switchboard for the Civil Affairs Regional Staff, nor could GHQ Sigs instal the switchboard for the C.C.A.O. at all promptly.

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3. Switchboards

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4. Civil Affairs

(a) Boards. L of C Sigs could not give high priority to the installation of a switchboard for the Civil Affairs Regional Staff, nor could GHQ Sigs instal the switchboard for the C.C.A.O. at all promptly. Both these units have a very heavy operational commitment of first importance, and have only a very small staff to carry it out.

(b) Operators. It would be a good thing if the C.C.A.O's. staff could include construction and maintenance personnel to relieve the operational Signals units of this responsibility. If R Sigs operators are required for C.A. switchboards, a case must be made to the Director of Signals, so that W.Es. may be amended as necessary.

30 Mar 43
AEHC/AKC

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Declassified E.O. 12356 Section 3.3/NND No. 785216

Declassified E.O. 12356 Section 3.3/NND No. 787016

CIVIL AFFAIRS STAFF CENTRE

CA/M2A/110

Annx "B" to Minutes of 6th and 7th Meetings.

Civil Affairs Staff Organisation: Grouping of Sections.

The Postal Sub-section of the Communications Section has considered its inclusion in Group II (Public Safety - Law & Order).

We are not aware of the considerations which led to the inclusion of Postal Services in this particular Section of the draft organisation in the first place. The primary need of the Postal Services is a regular system of Transport for the conveyance of mails, not only within the liberated area itself, but also between the liberated territory and the United Kingdom, through which correspondence for and from most other countries would be routed. The Postal sub-section feels that its inclusion in the Public Safety - Law & Order Group might be less likely to facilitate its efforts to obtain the necessary regular transport facilities, because the D.C.C.A.O. of this Group has apparently no transport facilities under his direct control.

The alternative suggestion is therefore put forward for consideration that the Postal Section should be attached, as a self-contained unit, to Group III (Social Services), to which Group are attached both Road Transport and Supply & Provisions sections, whose problems of providing regular transport are analogous to those of the Posts. In this connection it is pertinent to draw attention to the Army Post Office, whose mails are carried on R.A.S.C. Supply Columns.

It is recognised that the suggestion would involve the separation, administratively, of the Postal sub-section from the Telecommunications side. It would admittedly be preferable for the Postal and Telecoms Sections to be grouped together, because in most countries Posts and Telecoms are under the jurisdiction of the same Minister. Their separation into two groups within the C.A. organisation, while it would be free from objection from a practical working point of view, might tend to cause administrative inconvenience, e.g. if discussions with the local Post Office authorities had to be undertaken by two different D.C.C.A.O's, one dealing with Posts and the other with Telecoms.

There is, too, the further point that divorcement might involve some embarrassment from the point of view of censorship, an aspect which might not to be overlooked.

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There is, too, the further point that divorcement might involve some awkwardness from the point of view of censorship, an aspect which ought not to be overlooked.

In view of the paramount importance of Transport, we are of the opinion that - despite the foregoing objections - the Postal Sub-section should be placed in the same Group as Road Transport, where, prima facie, their requirements are more likely to be met. It is recognised of course that there may be other relevant considerations of which we are not at present aware.

30 Mar 45.
VER.

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Declassified E.O. 12356 Section 3.3/NND No. 910578

Declassified E.O. 12356 Section 3.3/NND No. 787016

CIVIL AFFAIRS STAFF CENTRE.

COMMUNICATIONS STUDY GROUP.

CA/M6/142.

MINUTES of the 8th MEETING

FINANCE

1. Postal Savings

It was agreed that members of the Posts sub-gp should draw the attention of members of the Finance study gp to the information which can be provided by the Posts sub-gp about Post Office savings bank business in European countries.

2. Telecoms Charges

It was agreed to request decisions from the Finance study gp on the following.

(a) Should the skeleton telephone services, referred to in the minutes of the 1st meeting para 1 (a)(ii), be provided free of charge?

(b) When service to individual subscribers can be given, should tariffs and rates be maintained on a "pre-war" or a "pre-occupation" basis?

(c) In providing installations and services to subscribers, should charges vary as between:-
(i) officials (incl CA staffs)?
(ii) private subscribers?

3. Salaries and Payments

On the assumption that such officials as are continued in their offices will be given the same rates of pay, there will arise questions of promotion and of new appointments. It may also be necessary for such officials (under the direction of CAOs) to make local purchases for the maintenance of their services. It was agreed to ask the Finance study gp their policy on these matters.

STORES

4. Postal Stores

A memo (prepared at the request of the DCCIO) is shown at appx "A", which gives a list of stores estimated to be required for the operation of postal services in occupied territory in Europe. Preliminary enquiry suggests that all these will be obtainable through the G(O Stores Department.

tariffs and rates be maintained on a "pre-war" or a "pre-occupation" basis?

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STORES

4. Postal Stores

A memo (prepared at the request of the DCC.O) is shown at appx "A", which gives a list of stores estimated to be required for the operation of postal services in occupied territory in Europe. Preliminary enquiry suggests that all those will be obtainable through the GPO Stores Department.

5. Telecomms Stores

It was agreed that Lt Col Hornby should ask the CTO if they will allow the CA telecomms staff (of a BEF) to draw on the pool of spare manual "positions", which are available in this country as the result of the installation of automatic exchanges.

- 1654 -

TELECOMMS OBJECT

6. Reference the minutes of the 1st meeting para 1 (c)(ii), it was agreed that the ultimate object of telecomms CA offrs would be the provision of a manual telephone service to all essential subscribers in each town or district with which they may be concerned.

TECHNICAL INSTRUCTIONS

7. It was pointed out that, in the event of the installation of British type switchboards in occupied countries, it would be necessary to have installation and operating instructions in the language concerned. It was agreed that this will be a task for planning staffs.

AGENDA/

Declassified E.O. 12356 Section 3.3/NND No. 785016

Declassified E.O. 12356 Section 3.3/NND No. 785016

AGENDA for 9th MEETING

8. Posts sub-Gp will continue their work of summarising available information.

9. Telecoms sub-Gp will prepare, from books obtained for the purpose, a short dictionary (for reproduction in pamphlet form) of common technical terms in French and English suitable for use by GA telecoms offrs.

A.E.M.C.

7 Apr 43
MMB

Declassified E.O. 12356 Section 3.3/NND No. 785016

APPX "A" TO MINUTES OF THE 9TH MEETING.

D.C.C.A.G.

For attention of Maj. Greening.

Reference the attached list of stores, the figures in Col. (3) (a) represent the estimated stores etc., required for a population of 3,400,000 for 42 days, on the assumption that the population would be equally distributed between Town and Rural inhabitants. It is doubtless not overlooked that if the process of liberation proceeds satisfactorily, the areas liberated at the end of six months (col c) will greatly exceed the area recovered in the first 42 days (col a) and, to that extent, the figures in col c cannot properly be determined by the simple process of increasing the figures in (col a) in the ratio 42 days: 6 months.
It is suggested therefore that given that the initial 42 days requirements cover the needs of an area containing a population of 3,400,000, equally divided between Town and Rural areas, and that the final figures in col 4 represent the needs of a total population of 34,000,000 (distributed between ten Regions) intermediate requirements for 3 months and 6 months must be estimated in relation to the probable progress of operations and the varying densities of population in the areas concerned, on which points the Communications Section (Postal) has, of course, no knowledge.
The figures in Cols 3(b) and (c) and Col 4 have been amended where non-consumable or the less-consumable types of stores are concerned.

(Sgd) E.P. Bell

23/3/43.

6 Apr 43
JEB.

Declassified E.O. 12356 Section 3.3/NND No. 785016

ESTIMATED REQUIREMENTS OF POST OFFICE STORES NEEDED TO ESTABLI

A primary Postal Service in "Round-up" Area (Approx. 34,000,000 mixed Urban and

(1) Description of Stores.	(2) No. of Post Offices required. (a) Urban	(b) Rural	(3) Quantities of Stores req. f (a) 42 days	(b) 3 months
	3,400	17,000		
Stationery:				
Slips			850,000	1,700,000
Octavo (No.of Sheets)			850,000	1,700,000
Quarto "			850,000	1,700,000
Envelopes (Assorted sizes)			850,000	1,700,000
			1,700,000	3,400,000
Gummed economy labels			2,550	5,100
Ink Powder (Tins)			8,500	17,000
Pencils (Black)			2,550	5,100
" (Red)			2,550	5,100
" (Blue)			8,500	17,000
Pens - Holders			17,000	34,000
" Nibs			8,500	17,000
Blotting paper - Lifts			2,550 of each	15,300
Pins, Wire Clips, Paper fasteners (Pkts)			1,700,000	3,400,000
Registration Labels (Blank)			8,500	17,000
Carbon Paper(4vo. Sheets)			3,400,000	6,800,000
Receipt Forms - in duplicate (No.of receipts)				
Stores:				
Bag Labels - Plain			425,000	850,000
String - Balls			10,200	20,400
" - Cut lengths for Letter bags			425,000	850,000
Sealing Wax - Coarse (No. of Sticks)			10,200	20,400
Letter Bags - Small			17,000	17,000
" " - Medium			8,500	8,500
Armlets			3,400	3,400
Inking Pads - with saucers.			2,550	2,550
Obliterating ink for Inking Pads - Tins			2,550	4,000
Date Stamps				
(a) With hinged tops - Space for No.& date			3,400	3,400
(b) Obliterating stamps without no. or date			3,400	3,400
Duplicating apparatus - of simple type (Sets)			120	120
Stencilling Outfits - Sets (1½" letters) for stencilling Armlets & Mail Bags.			12	12
Scales:-			1,250	1,250
250 weighing up to 8 lbs.				
1,000 " " " 16 " to be given in Kg.				

Note. Estimated Total Weight = 85 tons

Declassified E.O. 12356 Section 3.3/NND No. 785016

EQUIREMENTS OF POST OFFICE STORES NEEDED TO ESTABLISH
"round-up" Area (Approx. 34,000,000 mixed Urban and Rural Populations).

(2) Post offices required. (b) Rural	(3) Quantities of Stores req. for 1 Region for (a) 42 days	(b) 3 months	(c) 6 months.	(4) For whole Area for 6 months.
17,000	850,000	1,700,000	3,400,000	34,000,000
	850,000	1,700,000	3,400,000	34,000,000
	850,000	1,700,000	3,400,000	34,000,000
	850,000	1,700,000	3,400,000	34,000,000
	1,700,000	3,400,000	6,800,000	68,000,000
	2,550	5,100	10,200	102,000
	8,500	17,000	34,000	340,000
	2,550	5,100	10,200	102,000
	2,550	5,100	10,200	102,000
	8,500	17,000	34,000	340,000
	17,000	34,000	68,000	680,000
	8,500	17,000	34,000	340,000
	2,550 of each	15,300	30,600	306,000
	1,700,000	3,400,000	6,800,000	68,000,000
	8,500	17,000	34,000	340,000
	3,400,000	6,800,000	13,600,000	136,000,000
ecial ts)				
	425,000	850,000	1,700,000	17,000,000
	10,200	20,400	40,800	408,000
	425,000	850,000	1,700,000	17,000,000
	10,200	20,400	40,800	408,000
	17,000	17,000	25,000	250,000
	8,500	8,500	12,500	125,000
	3,400	3,400	4,000	40,000
	2,550	2,550	3,000	30,000
	2,550	4,000	6,000	60,000
ms				
nce for No. & date	3,400	3,400	4,000	40,000
ithout no. or date	3,400	3,400	4,000	40,000
pe (Sets)	120	120	150	1,500
ers) for stencilling	12	12	12	120
ail Bags.	1,250	1,250	1,750	17,500

n in Kg.

Note. Estimated Total Weight = 85 tons.

Declassified E.O. 12356 Section 3.3/NND No. 785016

CIVIL AFFAIRS STAFF CENTRE

CA/16/223.

COMMUNICATIONS STUDY GROUP

Minutes of the 12th Meeting:

COOPERATION - R C of SIGS

1. Ref para 2 of the minutes of the 5th and 7th meetings. At Appx A is shown a copy of a letter from Col. HARRIS on the subject. From this letter two points arose.

(a) It was agreed that the CA Telecomms staff at Force HQ would have to be increased by two officers, who would be att to the leading elements of R C of Sigs. The officers suggested are - firstly, A.J. LOCKHART (GPO London), secondly, R.E.JONES or F.J.D. TAYLOR (R C of Sigs, North Africa).

(b) It was decided to draft a letter for the DCCAO to send to the Director of Sigs on this subject. A copy to be sent to the SO-in-C Home Forces.

2. Ref para 2 (iii) of the minutes of the 6th and 7th meetings, Major CALVERLEY stated that R of C Sigs might be able to provide and instal aerials, instruments, and ops for Regional and Force HQ. Major CALVERLEY expressed the opinion that such action would only be possible if the DCCAO made his requirements known to the Director of Sigs at an early date.

INFORMATION.

3. A mock-up of the proposed "Invasion Saver" was examined and retained. It was agreed that pamphlets would be of great value to Telecomms offrs in the FA.

4. Lt.-Col. RUNNING proposes to arrange a visit to M.I.8 in the near future.

SECURITY

(b) It was decided to draft a letter [illegible]
Director of Sigs on this subject. A copy to be sent to the
SC-in-C Home Forces.

2. Ref para 2 (iii) of the minutes of the 6th and 7th meetings, Major CALVERLEY stated that D of C Sigs might be able to provide and install swbds, instruments, and ops for Regional and Force HQ. Major CALVERLEY expressed the opinion that such action would only be possible if the DCLO made his requirements known to the Director of Sigs at an early date.

INFORMATION.

3. A mock-up of the proposed "Invade Secum" was examined and retained. It was agreed that pamphlets would be of great value to Telecomms offrs in the fd.

4. Lt.-Col. MANNING proposes to arrange a visit to M.I.8 in the near future.

SECURITY

5. Ref para 4 of the minutes of the 6th and 7th meetings, the clerical personnel referred to should be CA adm clerks rather than Telecomms personnel.

6. A short "most secret" report on German methods of phone censorship was circulated to members of the GP.

STORES

1651

7. A list of the Telecomms sub-gp's views of the stores required for the first 42 days is att as appx B.

AGENDA FOR FUTURE MEETINGS

8. As before.

20 Apr 43
JM

Declassified E.O. 12356 Section 3.3/NND No. 785016

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COOPERATION WITH HQ of SIGS

The following note was made by Col. HARRIS of his interview with Lt-Col. MANNING.

1. Lt-Col MANNING was informed that it was considered essential to keep the trained GPO officers directly under the SO-in-C for roving jobs as required for a considerable period.

2. In order that the CTTO should on arrival become immediately aware of what had previously been done so far as using civil cctns was concerned there was no objection to two officers who had landed early and employed as additional officers on recce etc. of civil cctns for the SO-in-C being transferred to the CTTO on arrival. (LECKENBY and another were suggested)

3. Providing these two officers were at the disposal of the SO-in-C initially, no objection was seen to their being transferred to C.O now in order to take part in trg for their eventual job.

4. Lt-Col. MANNING was informed that it was extremely unlikely that any L of C Sigs personnel would be available to assist C.O in the provision of purely Ca requirements but essential extensions from L of C swbds to certain civil authorities would no doubt be provided in ordinary course. Trunk and Junction cots derived from civil plant would, for a long period, be used up by Army and R.A.F operational requirements as quickly as they become available.

5. He was informed that it was unlikely that the actual civil switchboards would be required by the army but that civil lines would be diverted to army switchboards.

6. The allocation of cross channel cots would be a matter for the S.O.-in-C. In the early stages it would be unlikely that cots could be allotted to C.O as sole user, but some access to the cross channel telephone and telegraph cots should be possible via Base Area Sig Offices.

3. Providing these two officers were at the disposal of the SO-in-C initially, no objection was seen to their being transferred to C.O now in order to take part in trg for their eventual job.

4. Lt-Col. MANNING was informed that it was extremely unlikely that any L of C Sigs personnel would be available to assist C.O in the provision of purely C.A requirements but essential extensions from L of C cable to certain civil authorities would no doubt be provided in ordinary course. Trunk and Junction cots derived from civil plant would, for a long period, be used up by army and R.A.F operational requirements as quickly as they become available.

5. He was informed that it was unlikely that the actual civil switchboards would be required by the Army but that civil lines would be diverted to army switchboards.

6. The allocation of cross channel cots would be a matter for the S.O.-in-C. In the early stages it would be unlikely that cots could be allotted to C.O as sole user, but some access to the cross channel telephone and telegraph cots should be possible via Base Area Sig Offices.

1650

20 Apr 43,
JM.

Declassified E.O. 12356 Section 3.3/NND No. 785016

Declassified E.O. 12356 Section 3.3/NND No. 785016

TELECOMMUNICATIONS, STORES.

1. Some of the assumptions on which stores have been estimated are:-

   (a) Demolition will not be 100% complete in the area from which the enemy retreats, and some instruments, wire, PBX switchboards and so on will be available here and there for use where the need is greatest;

   (b) A "skeleton telephone service" on the lines of that designed for immediate installation in a blitzed town at home is to be provided as quickly as possible;

   (c) The provision of a local telephone service for "essential" subscribers only, with some outlets to other towns, and the provision of a very limited telegraph service are the next objectives; and

   (d) Possibilities of and requirements for the further extension of the telephone service will be entirely dependent upon conditions actually found, and cannot be forecast. The provision of telephone bureaux for general use will, however, be undertaken where practicable and desirable.

2. No list of exchanges in Belgium, Holland or France in available at present. Requirements have therefore been estimated on a purely arbitrary basis, namely that 10 important towns in each Region may need equipment not available from local resources, and that 5 cases of special service requiring a small PBX may also be met with. The Planning Officer may have to modify the requirements when detailed information of existing exchanges in each Region becomes available, for the Regions differ greatly in characteristics.

3. The exact type of equipment is to be determined by the Planning Officer, in the light of the supply position; items listed are for guidance only. Diagrams and simple Engineering and Operating instructions in English and French should be crated up with the equipment, if possible.

4. Stationery requirements (except for index cards for recording installations) have not been included in this estimate.

5. Equipment for each town should be crated up as one "batch", and equipment for each Region should be shipped as one consignment to a single destination.

16:9

20 Apr 43,
JLM.

Declassified E.O. 12356 Section 3.3/NND No. 785016

TELECOMMUNICATION STORES

Item	No. for 1 town	Total for 1 Region	Total for 10 Regions	Item
Switchboard Magneto 10-Line (or F & F 20-Line)	1	10	100	Fullerphones or Baseboard, Pilter, teleprinter
Telephones, F.	11	110	1100	Switchboards 3+9 / 12
Wire, F.E.J. or D[illegible]twisted)	10 miles	100miles	1000miles	
Blocks, Terminal	10	100	1000	12-volt accumulators (car
Wire, Flameproof	100 yds	1000yds	10000yds	(50 to 120 Ampere-hour)
Strips, connection, 20-circuit	1	10	100	6-volt accumulators (car
Detectors No 4	1	10	100	(50 to 120 Ampere-hour)
Tool kit, comprising at least				Jumper wire
Satchel, waterproof				Solder
Wallet				Plumbers metal
Screw driver				Jointing tape for external
Side cutters				if available
Tools Instrument 81				Switchboards CBY or CBS2
Bit copper soldering, small				or F&F or Command to take
Insulating tape				150 to 200 lines say 2 pa
Spool of solder				Distribution case 240-wire
Noise generator				Cable, Switchboard 42-wire
Decibel meter				dd. cb. 63-wire
Telephone No. 4A	2 sets	20 sets	200sets	Headsets, with cords & plu
Paper sleeves	10,000	100,000	1,000,000	12-volt accumulator (120Am
Index cards (plain)	100	1,000	10,000	Transmission testing equip

20 Apr 43
JM

0623

Declassified E.O. 12356 Section 3.3/NND No. 785016

APIX "B"
Para 2.

TELECOMMUNICATION STORES

Total for 1 Region	Total for 10 Regions	Item	No. for 1 town	Total for 1 Region	Total for 10 Regions
10	100	Fullerphones or Headboard, Morse	1	10	100
		Filter, teleprinter	1	10	100
110	1100	Switchboards $\frac{3+2}{12}$	-	5	30
100miles	1000miles				
100	1000	12-volt accumulators (car battery) (50 to 120 ampère-hour)		5	30
000yds	10000yds	6-volt accumulators (car battery)			
10	100	(50 to 120 ampère-hour)		5	30
10	100	Jumper wire		¼ mile	2½ mile
		Solder		1 cwt	½ ton
		Plumbers metal		½ ton	5 tons
		Jointing tape for external use if available		to be estimated	to be estimated
		Switchboards CB9 or CB12 or MkF or Command to take 150 to 200 lines any 2 positions	2 posns	20posns	200 posns
		Distribution case 240-wire or 280 wire	1	10	100
		Cable, Switchboard 42-wire	100yds	1000yds	10000yds
		do. do. 63-wire	50yds	500yds	5000yds
		Headsets, with cords & plugs	3	30	300
20 nuts	200sets	12-volt accumulator (120ampère-hour)	4	40	400
100,000	1,000,000	Transmission testing eqpt	-	to be estimated	to be estimated
1,000	10,000				

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CIVIL AFFAIRS STAFF CENTRE

C./326

COMMUNICATIONS STUDY GROUP

Minutes of the 13th to 28th Meetings.

COMPILATION OF DATA

1. The 13th to 19th meetings were largely devoted to the compilation of detailed data concerning communications services in enemy occupied European countries. The Postal sub-group prepared for duplication notes on pre-war postal services in BELGIUM, FRANCE, GREECE, ITALY and LUXEMBOURG, but the Telecommunications sub-group found that the information at their disposal was too scanty to justify duplication at this stage. A short technical vocabulary in English, French and German was prepared.

EXERCISE DISCUSSIONS.

2. The 20th to 27th meetings were devoted to the discussion of problems arising in the "CASCADE" exercise. It was agreed that, although some of the problems were unrealistic, some useful work was done, which would form the basis of directives or papers to be prepared by Lieutenant-Colonel Manning and Captain Bell.

VISITS

3. The Telephone Manager of the South Western Area, London Telecommunications Region, (Mr. J.W. Shepherd) kindly arranged visits to "LIBERTY" Automatic and Auto-Manual Telephone Exchange on the 20th April and 24th May. A total of 10 members of the Directing Staff and Students attended, and greatly appreciated the arrangements made.

CENSORSHIP

4. The Telecommunications sub-group with Captain Bell and Major Calveley attended a meeting of the Security Study Group on the 23rd April, to hear an address on Postal, Telegraph and Telephone Censorship by Sir Dennis Herbert.

TELECOMMUNICATIONS STORES

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CENSORSHIP

4. The Telecommunications sub-group with Captain Bell and Major Calveley attended a meeting of the Security Study Group on the 25rd April, to hear an address on Postal, Telegraph and Telephone Censorship by Sir Dennis Herbert.

TELECOMMUNICATIONS STORES

5. Reference paragraph 5 of minutes of 8th Meeting. Lieutenant-Colonel Manning asked the Deputy Director-General and the Engineer-in-Chief of the General Post Office what they thought of the proposal that the "pool" of spare manual positions in this country might be drawn on for restoration of extensive telephone service in the more important towns overseas. It was agreed that release of this equipment could only be permitted when the appropriate Cabinet committee considered that the need for its retention in reserve in this country no longer existed. The matter should be taken up formally with the General Post Office during detailed planning.

1647

INTELLIGENCE/

Declassified E.O. 12356 Section 3.3/NND No. 787016

INTELLIGENCE

6. Lieutenant-Colonel Harding and Major Calveley visited M.I.6 on the 26th April. Paragraph 4 of minutes of 12th Meeting refers. A note of the visit is attached as Appendix ..

7. Major Calveley showed the Telecommunications sub-group a diagram of the present underground cable network in [illegible], showing additional work known to have been carried out since the German occupation. It was agreed that this would be most useful to the sub-group for planning purposes and Major Calveley undertook to ask for a copy. At a later meeting, Major Calveley reported that G(I) Home Forces is unwilling to issue copies to the Civil Affairs staff. See Appendix B.

8. It was agreed that the principal communications officers on Civil Affairs Staffs of Force and Region Headquarters will require general intelligence material, such as Invade Europe, and technical intelligence, such as that prepared by M.I.6. It should be a part of Civil Affairs technical planning to ensure that the Deputy Chief Civil Affairs Officer is on the distribution list for all relevant intelligence material and that a file of technical intelligence is maintained in the Deputy Chief Civil Affairs Officer's office in readiness for mobilisation.

USE OF WIRELESS

9. Major Calveley mentioned that the Home Office representative on the Wireless Telegraphy Board had raised the question of the use of police wireless by the Chief Civil Affairs Officer's organisation. See Appendix B. It was pointed out that the Communications Study Group is concerned with the problem of communications for the civil population, not for the Army or any of its branches including the Chief Civil Affairs Officer's staff. The possibility of the use of wireless as a part of the civil communications system in the stage of operations when the Civil Affairs administration is functioning had been considered before this course started, and had been thought unlikely to be practicable. Major Calveley subsequently discussed the matter informally with a member of the Security Group, and formally with the Commandant. See Appendix C.

CIVIL DEFENCE

10. At the 28th Meeting of the Telecommunications sub-group, Captain Driffield-White and Company Officer Hazlerigg of the Civil Defence study group gave their views on the points raised in paragraph 2 (b) of the Minutes of the

Declassified E.O. 12356 Section 3.3/NND No. 787016

8. It was agreed that the principal [illegible] Staffs of Force and Region Headquarters will require general intelligence material, such as Invade Room, and technical intelligence, such as that prepared by M.I.6. It should be a part of Civil Affairs technical planning to ensure that the Deputy Chief Civil Affairs Officer is on the distribution list for all relevant intelligence material and that a file of technical intelligence is maintained in the Deputy Chief Civil Affairs Officer's office in readiness for mobilisation.

USE OF WIRELESS

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CIVIL DEFENCE

10. At the 20th Meeting of the Telecommunications sub-group, Captain Driffield-White and Company Officer Sheridan of the Civil Defence study group gave their views on the points raised in paragraph 2 (b) of the Minutes of the 1st Meeting, and other Civil Defence matters of telecommunications interest. See Appendix D.

FINANCE

11. At the 20th Meeting of the Communications study group, Captain Burrows of the Finance study group gave his views on the points raised in paragraphs 2 and 3 of the Minutes of the 8th Meeting, and other financial points of postal and telecommunications interest. See Appendix E.

June 1943.
DPB

P.B.A.M.

Declassified E.O. 12356 Section 3.3/NND No. 910787

Declassified E.O. 12356 Section 3.3/NND No. 785016

APPENDIX "A"

HQ/16665/2/G(Plans)
30 April 1943.

SECRET.

M E M O R A N D U M

of visit of Lt-Col F.E.A. Manning and Major Calveley to MI 8, War Office.

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1. The visit was paid in order to ascertain whether the Signals Intelligence information being collected for the benefit of field forces was likely to be of any use to the telephone and telegraph officers of the Civil Administration Staff.

2. The information available will consist of a times showing the cable routes, location of exchanges and repeater stations of a given area together with a write-up giving as much detailed information as is available.

3. This information, whilst it would be of ultimate use to the Civil Administration Staff did not meet their initial requirement which is the administration and organisation of the PTT in a foreign country. Captain Pilkington explained that he had information on this subject for FRANCE, but that details were lacking so far as BELGIUM was concerned. Lt-Col Manning suggested that Lieut. Blackburn, Royal Corps of Signals, at present on a course at CATTERICK, who had been Works Manager to a telephone manufacturing firm in BELGIUM might be a useful source of information. It was understood that Lieut.Blackburn would be attending a course in LONDON at the beginning of June and arrangements would be made for Captain Pilkington to see him.

4. In order that the published intelligence information may be available to the telephone and telegraph officers and to the Civil Affairs officer, it was considered desirable that the DCCAO should be included in the distribution list and that a small intelligence library be started in the Civil Affairs Branch of the War Office. Lt-Col Manning will take this matter up through the Civil Affairs School.

(Sgd) C.E. CALVELEY
Major

90 R Sigs

G(Plans)
GHQ Home Forces.
MRB

Declassified E.O. 12356 Section 3.3/NND No. 785016

APPENDIX "D"

SECRET

HF/16365/2/C(Plans)

REPORT ON MATTERS RAISED AS A RESULT OF A

DISCUSSION HELD AT CIVIL AFFAIRS STAFF COLLEGE ON 23 APRIL 1943

INTELLIGENCE.

1. The issue of copies of an extract from a MARSHAL Intelligence Report giving details of the underground cable network in FRANCE to telephone and telegraph advisers of the civil affairs staff has been refused by G(I), Home Forces on the grounds that they have not received any instructions to include civil affairs staff in their distribution.

This restriction applies to all forms of intelligence matter. Presumably DCCAO will raise the general question of source and subject matter of intelligence information for his staff with DMI.

WIRELESS.

2. Certain police forces of this country have used VHF wireless communications from police HQs to subsidiary stations and mobile police vans with considerable success. A frequency modulation scheme is to be provided for the County of STAFFORDSHIRE.

It has been suggested to DCCAO by police members of the Staff College that these VHF links would provide a very excellent means of communication for civil affairs from Force HQs to Regional HQs etc. The VHF band is being used to an ever-increasing strength by the Services and if general staff approval to the use of wireless by civil administration is given the design of equipment and frequency allocation must be co-ordinated by the WT Board Experimental Sub-Committee.

Signed C.E. CALVELEY

Major.
GS R Sigs

G(Plans)
24 Apr 43

Declassified E.O. 12356 Section 3.3/NND No. 785016

APPENDIX "C"

SECRET

REPORT ON DISCUSSION HELD AT CIVIL AFFAIRS STAFF COLLEGE ON THURSDAY, 29th APRIL 1943

Present: The Commandant, Col. T. Robbins, MC
Lt-Col. F.S.A. Manning, R. Sigs.
Major C.F. Calveley, R. Sigs (G(PLANS) Home Forces)

Major Calveley explained that at a recent meeting of the W.T. Board the Home Office Representative had mentioned that the Civil Affairs organization were contemplating the use of V.H.F. radio for their own purposes on the continent. Since Signals propose to use V.H.F. radio in the theatre of operations, it will be necessary for the General Staff to sanction the use of wireless for CA purposes and to allocate frequencies. The W.T. Board has, therefore, asked him (Major Calveley) to enquire more about the proposal, and therefore he had asked for this interview with the Commandant.

The Commandant said that this is a matter which must be of prime interest to the D.C.C.A.G., as the Civil Affairs Organization will require static communications when the army moves on. The Police have considerable experience in the use of V.H.F. radio, and the use universally in all theatres of war of the frequencies allotted to the Police in this country might prevent interference with military nets. D.C.C.A.G. would undoubtedly wish that fullest consideration be given to CA requirements at this early stage in V.H.F. development for military purposes. Subject to any decision reached after consultation with the Director of Signals, he expected the equipment to be provided, operated and maintained by the Police. Although the main use would no doubt be in large towns and their surroundings, some inter-town traffic over long distances is envisaged to make the organization independent of land lines in case of breakdown of the latter.

Major Calveley thanked the Commandant for the discussion, which would enable him to ensure that the CA requirements would be fully considered by the W.T. Board when the matter next comes before it. He suggested that the best step to take now would be for the D.C.C.A.G. to write to the appropriate M.O. Branch of the War Office with a copy to D. Sigs.

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APPENDIX "D"

Notes of points made by Capt. Driffield White and Coy. Officer Macfarlane when discussing the communications requirements of Civil Defence with the Telecommunications sub-group on the 25th May 1943.

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1. It is considered a fundamental mistake to have separate controls and communications networks for Fire, Police and Civil Defence. In setting up a new organisation, the three systems should be combined into one.

2. With one exception, there is little need for private wires in the reporting and control network, though they possess certain advantages and should not be withheld if easily provided.

3. The exception is that fire observation posts surveying large areas of the controlled territory need private wires to central control.

4. Controls, tandem' posts, depots and so on need exchange telephone service.

5. The minimum number of exchange lines and private wires required for reasonably efficient working of the CD system can only be determined by reconnaissance on the ground.

6. If it is necessary for a skeleton telephone service to be installed before exchange service can be given to posts and depots, a messenger service operating from telephone stations will be essential. The FFT will require such a service when no raid is in progress and CD will require it during raids.

7. To secure economy in man-power, there should be mutual co-operation in setting up a messenger service, but a combined service does not seem practicable, though joint membership of the two services will be common.

8. The CD Messenger service will remain in being after the skeleton telephone service has given place to an exchange service for essential subscribers, and the personnel will require special training, arranged by CD officers.

9. Air raid warnings will only be given at the discretion of the military commander, who will ensure the distribution to the

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service.

5. The minimum number of exchange lines and private wires required for reasonably efficient working of the CD system can only be determined by reconnaissance on the ground.

6. If it is necessary for a skeleton telephone service to be installed before exchange service can be given to posts and depots, a messenger service operating from telephone stations will be essential. The PTT will require such a service when no raid is in progress and CD will require it during raids.

7. To secure economy in man-power, there should be mutual co-operation in setting up a messenger service, but a combined service does not seem practicable, though joint membership of the two services will be common.

8. The CD Messenger service will remain in being after the skeleton telephone service has given place to an exchange service for essential subscribers, and the personnel will require special training, arranged by CD officers.

9. Air raid warnings will only be given at the discretion of the military commander, who will arrange for distribution to the local controller. If telephone communications have been destroyed distribution to public warning points from the control centre will be by messenger.

10. Many towns have a fire alarm system of some sort. Restoration of normal fire communications should be given high priority.

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APPENDIX "B".

Notes of points made by Capt. Burrows when discussing Finance with the Communications study group on the 25th May 1945.

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1. The PTT might come to some arrangement with the municipality about payment for the "skeleton telephone service", but if advice were sought from CA officers, e.g. in case of dispute between the PTT and local officials, the PTT should be advised to give the service free of charge.

2. Until Finance officers authorise changes, PTT rates should be "pegged" at those in force before our military occupation of the territory.

3. (a) Charges to native private subscribers and local officials will be settled between the PTT and the users, even if connection was ordered by the competent military authority.

   (b) Charges for services to British officials will be recorded by the PTT so that some sort of a balance of "services rendered" against "services received" can be struck if and when required. CA officers should make spot checks on the accuracy of the record from time to time.

4. Pay of officials should remain at the same rates or on the same incremental scales as before our military occupation unless and until amended by Finance officers, who will act in concert with the Americans in any such alterations.

5. The C.-in-C has the power, which may be delegated, to dismiss or appoint officials, and the PTT must pay all the salaries concerned.

6. The PTT will obtain from the banks money to pay staffs or to make local purchases. If the PTT report to CA officers that they have no money for essential payments, the matter must be handed over to a Finance officer for settlement. If the British authorities advance cash, the PTT must render accounts, and the CA communications officers will have to see that they are reasonable.

7. A receipt will be obtained for any British stores handed over to the PTT. In due course all materials handed over and services rendered will have to be accounted for.

[illegible] check stocks in hand at Post

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against "services received" can be struck in the ... required. CA officers should make spot checks on the accuracy of the record from time to time.

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6. The PTT will obtain from the banks money to pay staffs or to make local purchases. If the PTT report to CA officers that they have no money for essential payments, the matter must be handed over to a Finance officer for settlement. If the British authorities advance cash, the PTT must render accounts, and the CA communications officers will have to see that they are reasonable.

7. A receipt will be obtained for any British stores handed over to the PTT. In due course all materials handed over and services rendered will have to be accounted for.

8. It is not the duty of CA officers to check stocks in hand at Post offices - that is the job of the PTT itself. CA officers must, however, satisfy themselves that an official is appointed for the purpose.

9. If, owing to the operation of exchange control or for any other cause, international postage rates fall outside the agreed international scale, postal communications officers should draw the attention of the PTT to the fact. Action will be left to the PTT to take.

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C/392.

CIVIL AFFAIRS GUIDE

GERMAN ORGANIZATIONS

chief Post Office official in each Region is the Regional Director, who exercises powers devolved on him by the Central Administration. In the case of FRANCE there are, in addition, Deputy Regional Directors responsible for the postal arrangements in the "Department", his responsibility in certain matters being to the "Regional Director".

3. Particulars of the administrative lay-out of various European Post Offices have already been prepared or are in the course of preparation.

4. The primary function of the Post Office is the collection, despatch and delivery of correspondence, viz. letters, postcards, printed Papers, Commercial Papers, Small Packets, Samples, Literature for the Blind. The Post Office also operates, or participates with Railway organisations in the operation of Parcel Post services. There are also a number of services incidental to the primary services, such as Registration, Insurance, Air Mail and Express Delivery Services.

5. In the UNITED KINGDOM, the Postmaster General possesses, by virtue of the Post Office Acts, the exclusive privilege of carrying letters from place to place, and of performing all incidental services such as those of collecting and delivering letters. The chief exceptions to this monopoly are

(a) letters sent by a private friend to be delivered by him to the person to whom they are addressed;

(b) letters sent by the servant of the sender or by a special messenger employed by him;

(c) letters concerning goods sent by carrier, such letters being carried gratuitously and delivered with the goods to which they relate;

(d) packets containing news intelligence, that is, matter or pictures for publication in a newspaper.

6. The precise legal position of the Post Office in regard to the carriage of letters etc. is not the same in all countries, but it may be taken that in general the carriage of letters from place to place is a monopoly of the State.

/7. In addition

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7. In addition to the collection, conveyance and delivery of letters etc., Post Office Administrations generally transact a number of other classes of business; the following is a brief description of the more important of these services:-

Cash on Delivery (Remboursement). Under this arrangement the amount known in the British service as the "Trade Charge", specified by the sender for collection on delivery of a postal packet is collected by the Post Office and remitted to the sender by means of a special order.

Remittance Services

(a) Postal Orders (Bons de poste). Postal Orders are available at fixed values and are suitable for remitting small amounts.

(b) Money Orders (Mandats). Money Orders may be drawn for any amount up to a certain maximum (£40 in the UNITED KINGDOM) and they may be sent as ordinary or as telegraph money orders.

Postal Cheques and Transfers (Cheques postaux et Virements). Under this arrangement, which is not undertaken in the British service, the holder of a Postal Cheque account may arrange for sums due by him to be transferred from his account to the account of another holder, thus avoiding the necessity for cash payments or recourse to the ordinary remittance services. Use is made of the service for, inter alia, the payment of moneys due to the Post Office for various P.O. services, e.g., private box fees, purchase of postage stamps, newspaper subscriptions where the P.O. undertakes the collection of such subscriptions, and for making Savings Bank deposits etc., etc.

Collection of Commercial Documents (Recouvrements). The Post Offices which provide this facility undertake the collection of moneys due in respect of bills, invoices, drafts, pre-receipted accounts (quittances) and other commercial documents representing value, and remit the sums collected to the sender. The British P.O. does not offer this service to the public in the United Kingdom.

Subscriptions to Newspapers and Periodicals (Abonnements). Certain P.O. Administrations accept from the public subscriptions to newspapers and periodicals, a fee over and above the actual cost of subscription being payable, and accounts directly with the publishers, who pay the P.O. in advance for the handling and conveyance of the publication for the whole period covered by the subscription. No such service is provided by the P.O. in the UNITED KINGDOM.

8. Certain P.O. Administrations undertake various forms of Pensions and

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10. Rates and conditions in the international postal service are prescribed by the Universal Postal Union Convention and the Air Mail Regulations appended thereto. The rates of postage for the various classes of correspondence are expressed in the Convention in gold francs and centimes, but in order, inter alia, to provide for fluctuations in the currency of a country in relation to gold, countries are allowed to increase the rates prescribed by as much as 40% or to reduce them by as much as 20%. All European countries and, indeed, practically all countries in the world - the only exceptions being a few remote islands - are parties to the Convention, which covers the following services:- Letters, Postcards (Single and Reply) Printed Papers, Commercial Papers, Small Packets, Samples, and Literature for the Blind, together with supplementary services such as Registration, and, optionally, Express Delivery and Cash on Delivery (Letter Post) services.

11. In the international postal service each country retains the whole of the postage which it collects on postal packets addressed to other countries, and each delivers without charge all postal packets which it receives from other countries. This principle is based on the assumption that as a general rule, every letter calls for a reply in due course and that, consequently, the total number of letters sent from one country to another will correspond approximately to the total number sent in the reverse direction. Where, however, as is generally the case, mails from one country to another have to pass through one or more intermediate countries, the intermediate countries are entitled to payment from the country of origin of the mails for the services which they render in this connection. This payment is based on the weight of the transit mails and the distance within each intermediate country over which they are conveyed. In the case of sea transit, the payment is due to the country providing the sea transport. In each case, whether land or sea transit is concerned, the transit rate is higher for letters and postcards than for the lower paid items of correspondence such as Printed Papers, Commercial Papers, etc. The payments for transit services due from one country to another are based upon weight statistics kept for a period of fortnight once every three years (twenty-eight days for mails made up less than six times a week).

12. In addition to the services covered by the Convention itself, to which reference is made in para.10 above, there are a number of optional services which form the subject of separate agreements to which not all countries of the Union are signatories. These agreements comprise the Insured Letter and Box Agreement, Parcel Post Agreement, Money Order Agreement and Agreements dealing with Postal Cheques and [illegible],

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consequently, the total number [illegible] another will correspond approximately to the total number sent in the reverse direction. There, however, is frequently the case, mails from one country to another have to pass through one or more intermediate countries, the latter called countries is entitled to payment from the country of origin of the mails for the services which they render in this connection. This payment is based on the weight of the transit mails and the distance within each intermediate country over which they are conveyed. In the case of sea transit, the payment is due to the country providing the sea transport. In each case, whether land or sea transit is concerned, the transit rate is higher for letters and postcards than for the lower paid kinds of correspondence such as printed papers, commercial papers, etc. The payments for transit services due from one country to another are based upon weighting kept for a period of fourteen days once every three years (twenty-eight days for mails made up less than six times a week).

12. In addition to the services covered by the Convention itself, to which reference is made in para.10 above, there are a number of optional services which form the subject of separate agreements to which not all countries of the Union are signatories. These agreements comprise the Insured Letter and Box Agreement, Parcel Post Agreement, Money Order Agreement and Agreements dealing with Parcel Cheques and Transfers, Collection of Commercial Accounts and Subscriptions to Newspapers and Periodicals. The [illegible] does not participate in any of these agreements except that relating to Insured Letters and Boxes. Parcel Post and Money Order services are maintained with other countries of the Union on the basis of ad hoc agreements, which differ from the Union agreements to take account of certain differences which exist in the Union as compared with the British practice. As regards the other agreements, viz. Parcel Cheques and Transfers, Collection of Commercial Accounts and Newspaper Subscriptions, the UNITED KINGDOM is not a signatory and the BRITISH P.O. does not undertake any of these classes of business, even on an ad hoc basis.

13. The problem of maintaining or restoring postal services in occupied or liberated territories thus presents itself in two separate aspects, internal and international, and these two aspects are considered separately in the following paragraphs.

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14. As regards internal services it will be convenient to deal separately with postal communications, properly speaking, on the one hand, and extraneous services such as Remittance services, Cash on Delivery, Postal Cheques and Transfers, Collection of Commercial Accounts, Newspaper Subscriptions and Savings Bank business, because the circumstances upon which their continuance or restoration depend are not the same.

15. In the case of postal communications properly speaking, and including for this purpose Parcel Post as well as the Letter Mail services mentioned in paragraph 4 above, the determining factor from a purely postal standpoint, and excluding questions of security involving censorship considerations to which reference is made in subsequent paragraphs, is the availability of regular transport facilities for the conveyance of the mails. Even in the most favourable conditions likely to be encountered, the amount of transport, and particularly rail and road transport, is likely to be largely taken up in the early stages of an operation by military requirements and by high priority Civil Affairs traffic such as medical supplies, food and clothing. It may well be, therefore, that for a period no regular transport will be available for the carriage of mails between one town and another, even if the weight of the mails is reduced to relatively small proportions by excluding all forms of correspondence except letters and postcards and, in addition, by stipulating that no letter may weigh more than 20 grammes (= ¾ oz), which is the first unit of weight for letters in continental countries generally. Any restrictions on these or other lines should be notified to the public in the area or areas affected.

16. The absence of transport will increase the difficulty likely to be experienced in co-ordinating the services in particular areas, and at the outset services will probably have to be introduced on an ad hoc basis. In this connection, it is to be borne in mind that as the liberated area extends and it becomes possible to set up services between successively liberated zones, it will be an advantage from the point of view of uniformity if the service provided in the first instance is of such a type that it can be introduced in those zones, where transport conditions may be even more difficult, without creating different types of service in areas which will eventually be merged into one. Complete uniformity of service throughout an entire Postal Region may not however be found practicable until the administration of the P.O. Regional Directorate can be brought into play.

17. If, even with the restrictive measures referred to in paragraph 15, it is clearly impossible to provide postal communications between one town and

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supplies, food and clothing. It may well be, therefore, that for a period no regular transport will be available for the carriage of mails between one town and another, even if the weight of the mails is reduced to relatively small proportions by excluding all forms of correspondence except letters and postcards and, in addition, by stipulating that no letter may weigh more than 20 grammes (= [illegible] ozs), which is the first unit of weight for letters in continental countries generally. Any restrictions on these or other lines should be notified to the public in the area or areas affected.

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17. If, even with the restrictive measures referred to in paragraph 15, it is clearly impossible to provide postal communications between one town and another, the only alternative may be to set up as a purely temporary expedient, a local collection and delivery service, that is to say, a service restricted to the collection and delivery of letters and postcards, with a low limit of weight for letters, intended for delivery in the town, or town and rural area, in which they are posted. Such a service, whilst it might serve a useful purpose in a sizeable town, will obviously be of little advantage in villages and small towns, where the inhabitants would have no difficulty in communicating with each other without the intervention of the post. It will clearly not be possible, even if it were necessary, to provide inter-town transport solely for the carriage of mails, but every possibility of securing accommodation for mails on such transport as is provided for other purposes, should be energetically pursued with the appropriate Civil Affairs or military authorities, those authorities being furnished with estimates of the weight of mails likely to be forthcoming. In general, unless there is reasonable prospect that some form of regular transport, not necessarily a daily service, will be available, it will be inexpedient to establish inter-town services, because there would otherwise be no assurance that accumulations of letters would be cleared within a reasonable period.

/18. The

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18. The question whether registration and insurance services should be continued or restored will depend primarily upon the transport conditions, as regards security from theft or damage, obtaining in the whole of the area in which postal services are, or will be, operating. The incidence of the cost of compensation, i.e. whether the cost would fall upon the Military, Civil Affairs or indigenous authorities will have to be determined.

19. The continuance or restoration of the services mentioned in paragraph 7 will depend primarily upon the nature of the general financial policy to be adopted in the liberated or occupied territory in regard to monetary transactions, and the Finance and Accounts Offices should be consulted as long as possible beforehand in order that instructions or advice may be given to the local P.O. authorities as to the suspension, temporary or otherwise, of these services; withdrawal of Savings Bank deposits may have to be suspended altogether or a limit placed on the amount which may be withdrawn, and limitations may have to be placed upon transfers of money from one person or firm to another by means of P.O. services.

20. As regards international postal services, it is to be borne in mind that all communication with enemy or enemy-occupied territory will have been discontinued immediately on the assumption of control by the Military authorities. The precise manner in which international services can be restored and the extent to which restoration will be possible, can only be dealt with in the light of the actual circumstances obtaining at the time. Important political and other considerations may be involved and international postal services should not therefore be restored without prior consultation with the Departments concerned in LONDON. In this connection, as explained in paragraph 10 above, international postal services are conducted on the basis of an International Convention to which all European countries are parties, and even after control of the postal services has been assumed by the indigenous authority, the position of that authority vis-a-vis the Universal Postal Union and other parties to the Convention may not be clear, particularly if, for a period, more than one authority claims to be the rightful authority to implement the country's adhesion to international treaties.

21. In practice, and subject to any restrictions imposed by lack of transport facilities, it will probably be expedient to arrange for the P.O. of the UNITED KINGDOM to act as intermediary for the exchange of correspondence between liberated territory and allied and neutral countries generally, but, as indicated above, the question of the restoration of international postal services should be referred to LONDON; proposals for the establishment of such services should take into full account the require-

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authorities in regard to the treatment of this [illegible]

2/ Certain kinds of travel stores and stationery in Berlin were available in the United States for [illegible] Such items [illegible] in Berlin [illegible] desired [illegible] stores as may still be available locally. The list [illegible] entitled to three [illegible] each on [illegible] etc., certain stores in general use [illegible] etc., [illegible] sealing wax, date-stamps and [illegible] typewriters, etc.) will be [illegible] should be retained as a matter of [illegible] be returned as available in case there [illegible] etc. [illegible] some other part of the [illegible] necessary equipment. But [illegible] probably this [illegible] to other cells in the [illegible] the position in regard to [illegible] cut the records down as far as [illegible] any specific item on the list [illegible] the liberty to be required, this should be stated and [illegible] be furnished, including quantities required, if any item [illegible] not included in the list, a query to be addressed for the [illegible] further purchase.

[illegible]
[illegible]

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CA/322

CIVIL AFFAIRS STAFF GUIDE

POSTAGE STAMPS IN LIBERATED AND OCCUPIED TERITORIES

1. It seems urgently necessary to consider the provision to be made for postage stamps for use in connection with the re-establishment or continuation of postal services in liberated and occupied territories.

2. French postage stamps are printed by the P.T.T. Administration which has at its disposal in Paris plant and equipment supplied by Maison Chambon. Both the surface and the recess methods of production are employed, and certain issues are produced by private firms by the photogravure process. Similar information is available as regards European countries generally.

3. The possibility has to be envisaged that before Allied forces have invaded a country the enemy will destroy or remove the stamp-printing plant, and even if the plant were left in situ, some time may elapse before the Allied authorities can secure supplies of stamps from that source; consequently, unless some special provision is made in advance, there is a danger that some appreciable time may elapse before suitable postage stamps can be brought into use.

4. So far as occupied enemy territory is concerned, it would be in accordance with practice in the past to make use of the stamps of the occupying country, suitably overprinted and indicating the value of the stamp in local currency.

5. There is thought to be no precedent applicable to liberated friendly territory where troops of the nationality of the liberated territory may not for various reasons be acceptable on political grounds. The position would be further complicated if the liberating forces comprised units of different nationalities, either operating together on sectors of the front or occupying adjacent zones of the same country. Of the military operations, one if in their respective different types of postage stamps were introduced.

6. There would be obvious advantage from a practical as well as a propaganda point of view in introducing in liberated friendly territory a uniform type of postage stamp, irrespective of the nationality or the liberating force.

7. Certain Allied Governments in London have already arranged for national postage stamps to be printed in this country for use on their ships of war and merchant navy, as permitted by the provisions of the Postal Union Convention. Such stamps have already been produced in this country for the Polish and Norwegian Governments

postage stamps can be brought into use.

4. So far as occupied enemy territory is concerned, it would be in accordance with practice in the past to make use of the stamps of the occupying country, suitably overprinted and indicating the value of the stamp in local currency.

5. There is thought to be no precedent applicable to liberated friendly territory where stamps of the nationality of the liberating forces may not for various reasons be acceptable on political grounds. The position would be further complicated if the liberating forces comprised armies of different nationalities, either operating together or destined to occupy adjacent zones of the same country in the course of the military operations, and if in their respective areas two different types of postage stamps were introduced.

6. There would be obvious advantage from a practical as well as a propaganda point of view in introducing in liberated "friendly" territory a uniform type of postage stamp, irrespective of the nationality of the liberating force.

7. Certain Allied Governments in LONDON have already arranged for national postage stamps to be printed in this country for use on their ships of war and merchant navy, as permitted by the provisions of the Postal Union Convention. Such stamps have already been produced in this country for the Polish and Norwegian Governments for use on their ships, and the Yugoslav Government has recently produced stamps for use, it is understood, during a period of three months only. It is understood that the Dutch and Belgian governments have also contemplated the issue of national stamps, but it is not known whether they propose to pursue the matter.

8. It might, it is suggested, be possible, without divulging information which should not be divulged, to convey to these and other Allied governments the suggestion that they should take early steps to provide and build-up stocks of postage stamps which would be available for use as soon as possible after the liberation of their respective countries. The early introduction of postage stamps of inspiring design would, it is thought, have considerable effect on the morale of the inhabitants of liberated territories.

9. In the case of FRANCE the same or even greater advantage might be secured by the early introduction of an inspiring type of postage stamp, and, with agreement between the two interests hitherto involved, an acceptable design might be prepared and supplies of stamps prepared in readiness for use in FRANCE at the appropriate moment. Any assistance or advice which the French authorities in LONDON desire would gladly be given by the General Post Office, which acted in an advisory capacity to the Polish, Norwegian and Yugoslav authorities in connection with the stamps which they have issued.

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10. If supplies of postage stamps for the various countries which may be concerned are not made available as suggested above, and British stamps have to be provided it will be necessary to make early enquiry into the possibility of arranging for an increase in the production of British stamps in this country to meet the requirements of the liberated territories.

July 43
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FOOD.

CA/F/65	Post Invasion Food Supplies.
CA/F/79	Supply of Foodstuffs and Control of Supplies.
CA/F/ 79	Nutrition.
CA/F/56	Rationing.
CA/F/62	Administrative Organisation of Food: Control.
CA/300	Feeding: Food in Relation to the Consumer.
CA/307/R1	Food (Bulk) and Transport.
CA/396	Points regarding Storage and Condition of Food.

A Col Hinday-Smith.

CIVIL AFFAIRS STAFF CENTRE

POST INVASION FOOD SUPPLIES.

MOST SECRET.

G.1/P/45

1. I was asked to obtain an estimate of minimum food imports required for a period immediately following the first 42 days of occupation for ten defined regions. The attached memoranda give this estimate, which is summarised as follows:-

IMPORTS PER MONTH
(000 metric tons).

Region:	H1	H2	R1	R2	F1	F2	F3	F4	F5	F6
	35.4	0.6	40.2	2.6	3.8	2.3	3.0	5.1	2.8	1.4
	Paris		Lille							
	71.2		13							

2. The method of approach has been to estimate supplies and production in these areas up to the end of September, 1943 and, taking this into account with adjustments for retention by the rural population, to calculate the amount which would have to be imported in order to provide a level of consumption for the non-producing areas sufficient to prevent serious political reactions and to sustain capacity for work.

3. The above table has been based on the assumption that imports are spread evenly throughout the year. In the case of certain of the above regions, however, imports of grain, by far the biggest items involved, could to a large extent be avoided during the period October/March if locally produced supplies alone were used. This would, however, involve a heavy import after these local supplies had been exhausted, i.e. in the period April/September.

4. Certain general factors, in particular the state of inland transport, processing industries and fuel supplies, which may affect import requirements, are also considered, but no quantitative estimates dependent on these can be provided.

5. The amount required in some regions is increased by the fact that the boundaries of the regions are not related to normal economic conditions. Reductions might be possible if certain of the adjacent regions were occupied at the same time.

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taking this into account with regard to the rural population, to calculate the amount which would have to be imported in order to provide a level of consumption for the non-producing areas sufficient to prevent serious political reactions and to maintain capacity for work.

5. The above table has been based on the assumption that imports are spread evenly throughout the year. In the case of certain of the above regions, however, imports of grain, by far the biggest items involved, could to a large extent be avoided during the period October/March if locally produced supplies alone were used. This would, however, involve a heavy import after these local supplies had been exhausted, i.e. in the period April/September.

4. Certain general factors, in particular the state of inland transport, processing industries and fuel supplies, which may affect import requirements, are also considered but no quantitative estimates dependent on these can be provided.

5. The amount required in some regions is increased by the fact that the boundaries of the regions are not related to normal economic conditions. Reductions might be possible if certain of the adjacent regions were occupied at the same time.

6. It should be emphasised that, in the opinion of those responsible for the memoranda, the level of 2,000 calories per head per day provides little, if any, margin and a level of 2,500 calories per head per day should be the target well before the expiry of the six months period.

7. Certain calculations have been made on the basis of 1,500 calories per head per day. The writers, however, would point out that at this level, apart from political consequences, both capacity for work and resistance to disease would be seriously reduced.

8. The data and conclusions are summarised in the introduction; they are set out in more detail in a separate memorandum and appendices which are also attached.

9. The memoranda have been prepared by Mr. Lawrence and Miss Dorothy (M.E.W.) with the co-operation of Dr. Drummond, Scientific Adviser to the Ministry of Food, Dr. Melville Mackenzie (Ministry of Health) and Mr. Corvin (Relief Department).

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29 Jun 43

(From Board of Trade).

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POST-INVASION FOOD SUPPLIES

PART I

Estimates of Food Supplies and Requirements after Occupation.

Introduction and Summary.

1. Domestic Food Supplies.

In this note an estimate is attempted of food supplies and requirements during a period up to the end of September 1943 in certain regions of Northern France, Netherlands and Belgium.

It appears that there is a considerable variation between regions some regions having a surplus over current needs, whilst others normally import certain foodstuffs from other regions or (in the case of Belgium) from other countries.

Moreover, within each region local food supplies are not evenly distributed throughout the population. Food producers are able to retain much more than their share of the total. Not only are they able to feed themselves and their families at a satisfactory level much higher than that of the rest of the population, but they also supply certain quantities of food to the black market. In France and Belgium the black market is widespread; in the Netherlands, where official control is more effective, it is much less significant. As there is no likelihood of any immediate improvement in food control following invasion, the factor of peasant "hoarding" must be taken into account in estimating available supplies.

But there are also other factors to be considered, such as the time of year at which liberation might occur, how long after harvesting surplus grain and potatoes remain in any area and whether in a deficiency region local supplies are used up before supplies from other areas.

In this note it is assumed that any region depending for part of its needs of grain (or potatoes) on supplies from other areas would spread these evenly throughout the year. It is implicit in this assumption that in a surplus region the entire surplus of grain and potatoes would not be available to that area, except immediately after the harvest.

Save in the case of Paris and Lille, no allowance has been made for a more serious possibility, that of local shortages through a breakdown in food distribution within any area (See Summary and Text of Part II).

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In this note it is assumed that any region depending for part of its needs of grain (or potatoes) on supplies from other areas would spread these evenly throughout the year. It is implicit in this assumption that in a surplus region the entire surplus of grain and potatoes would not be available to that area, except immediately after the harvest.

Save in the case of Paris and Lille, no allowance has been made for a more serious possibility, that of local shortages through a breakdown in food distribution within any area(See Diagram and Text of Part II). For Paris and Lille it would be unwise to reckon on any substantial assistance from surpluses in surrounding areas, and estimates are given of the quantities required for minimum rations for their entire populations. But to provide even minimum rations for the 5 million inhabitants of these two towns might present formidable problems of supply and transport.

Equally no allowance has been made for any removal or destruction of food stocks by the retreating Germans.

A large influx of refugees into any area might also present a difficult situation.

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2. Scale of Supplements to Domestic Food Supplies.

In all these regions the agricultural population may reckon on obtaining at least 2,500 calories per head per day. But in certain of these regions the rest of the population would fall well short of 2,000, even before the bread grain and potato harvests had been exhausted.

The estimates of food requirements in this note relate essentially to a period of emergency when transport and other factors may limit the quantities that can be imported. Accordingly, a target has been adopted of imports sufficient to maintain consumption by the non-agricultural population at a level of 2,000 calories daily per head, the requirements of the agricultural population being assumed to be already covered by their own production. In other words, estimates of food imports are based on the amounts by which local food supplies in each of the regions would have to be supplemented in order to ensure 2,000 calories per head per day. The level of consumption contemplated (see Appendix II) is not liberal, but is higher than that reached at present by many sections of the population in the regions concerned (See Appendix IV).

It should of course be realised that a level of 2,500 calories per head of population is the lowest that can be regarded as satisfactory standard, and it is hoped that this can be restored within a short a period as possible.

The question of a level lower than 2,000 calories is discussed at the end of the following summary:

3. Summary of Food Requirements.

(1) Netherlands.

Region N2 should not need any additional foodstuffs. In Region N1 local supplies of grain and potatoes are sufficient for rather more than 6 months at current consumption. Assuming that these local supplies are consumed at an even rate throughout the year, N1 would require the following monthly imports:-

	000 metric tons per month
Grain	23.9

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that reached at present by any sections of the population in the regions concerned (See Appendix IV).

It should of course be realised that a level of 2,500 calories per head of population is the lowest that can be regarded as satisfactory standard, and it is hoped that this can be reached within a short a period as possible.

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3. Summary of Food Requirements.

(1) Netherlands.

Region H2 should not need any additional foodstuffs. In Region H1 local supplies of grain and potatoes are sufficient for rather more than 6 months at current consumption. Assuming that these local supplies are consumed at an even rate throughout the year, H1 would require the following monthly imports:-

	000 metric tons per month
Grain	25.0
Meat	4.6
Fats	1.0
Pulses	0.6

Supposing that in fact local supplies were used up first, larger grain imports than those shown would be necessary to maintain the level of 2,000 calories, if occupation occurred between, say, April and October, unless some receipts of grain and potatoes from H2 were already available. The maximum, i.e. assuming all local supplies had been consumed and no receipts had been obtained from H2, would be 33,000 tons grain monthly.

If local supplies were used up first, not more than 1,500 tons grain monthly would have to be imported between October and March but in that case imports at the rate of 33,000 tons per month would be necessary during the period April - September.

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(2) Belgium.

The position of B1 is similar to that of F1. Local grain supplied would last for rather more than 4 months at the current rate of consumption. It is better provided for, but the non-agricultural population needs imports to bring consumption up to 2,000 calories per head daily.

The following are the suggested monthly imports:-

	000 metric tons per month	
	Region B1	Region B2
Grain	25.0	1.6
Rice	6.0	Nil
Fats	1.0	0.42
Cheese	1.0	0.17
Pulses	0.8	0.13

As in the case of F1, much larger grain imports would be necessary for B1 between April and October if the region had relied solely on local supplies during the period October - March. The maximum would be 55,000 tons monthly.

(3) France.

The area is predominantly agricultural, but includes Paris and certain other large towns. The needs of Paris and Lille are separately estimated.

In the period October - March, before grain surpluses were received, it might be possible for the non-agricultural population in regions F3 to F6 to obtain 2,000 calories from local supplies, but meat and fat supplies would be very small. It is therefore suggested that in order both to be certain of 2,000 calories, and to provide reasonable rations of meat and fats, imports should be available throughout the year.

If there were no stocks, F4 and F2 would require sugar imports.

Imports of grain in F2 and F3 in the period April - September might be necessary to make up for a shortage of potatoes.

000 metric tons per month

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In in the case of M1, much larger grain imports would be necessary for P1 between April and October if the region had relied solely on local supplies during the period October - March. The maximum would be 93,000 tons monthly.

(3) Paris.

The area is predominantly agricultural, but includes Paris and certain other large towns. The needs of Paris and Lille are separately estimated.

In the period October - March, before grain surpluses were received, it might be possible for the non-agricultural population in regions P3 to P6 to obtain 2,000 calories from local supplies, but meat and fat supplies would be very small. It is therefore suggested that in order both to be certain of 2,000 calories, and to provide reasonable rations of meat and fats, imports should be available throughout the year.

If there were no stocks, P1 and P2 would require sugar imports.

Imports of grain in P2 and P3 in the period April - September might be necessary to make up for a shortage of potatoes.

000 metric tons per month

	P1	P2	P3	M.	P5	P6
Grain	Nil	1.0+	5.6+	Nil	Nil	Nil
Sugar	3.3	2.0	Nil	"	"	"
Meat	Nil	Nil	1.0	2.9	0.8	0.5
Fats	"	"	0.9	1.4	0.9	0.35
Pulses	"	"	0.2	0.3	1.6	0.1

+ April - September only.

In the case of Paris, although some food might be available from stocks, and from the very considerable grain surplus in surrounding areas (Paris is in the middle of P4), it would be unwise to reckon on any substantial assistance from these sources. Accordingly, it is suggested that provisioning by imports should be allowed for on a scale sufficient to provide 1,700 calories per head per day for the total population (4.4 millions) on the assumption that the remaining 300 could be obtained from local supplies.

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Similar provision is made for Lille, which, including Tourcoing, Roubaix, etc. has a population of some 600,000.

On this basis, those towns would require the following amounts monthly:-

	000 metric tons per month	
	Paris	Lille.
Grain	52.0	9.5
Sugar	4.0	0.7
Meat	5.4	1.0
Fats	4.0	0.7
Pulses	0.6	0.1
Cheese	1.4	0.25

(c) Supplementary Rations.

In certain areas where milk is in short supply the import of condensed or dried milk would be highly desirable, in order to provide the equivalent of a litre of milk per head per day for children under 5 and pregnant and nursing mothers in urban areas. The following quantities are suggested:-

	000 metric tons per month
M1	2.0
M2	Nil
M3	1.6
M4	NIL
P1	"
P2	"
P3	0.25
P4	0.6
P5	0.44
P6	0.08
Paris	2.4
Lille	0.44

In addition, the psychological value of the import of sufficient coffee to provide a ration of 2 oz. per head per week in all towns is thought to be so great as to justify the allocation of the relatively small tonnages involved. The import requirements on this basis

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In certain areas where milk is in short supply the import of condensed milk would be highly desirable, in order to provide the equivalent of a litre of milk per head per day for children under 5 and pregnant and nursing mothers in which cases the following quantities are suggested:-

	000 metric tons per month
A1	2.0
A2	nil
B1	1.6
B2	NIL
C1	"
C2	"
C3	0.25
C4	0.6
C5	0.44
C6	0.08
Paris	2.4
Lille	0.46

In addition, the psychological value of the import of milk powder to prevent a ration of 2 oz. per head per week in all areas ought to be at least 4 oz. to justify the allocation of the relevant shipping tonnage involved. The import requirements on this basis would be:-

	000 metric tons per month
A1	1.3
A2	0.65
B1	1.8
B2	0.33
C1	0.3
C2	0.3
C3	0.55
C4	0.8
C5	0.5
C6	0.23
Paris	1.4
Lille	0.25

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4. Total tonnage of food imports.

The total tonnage of food imports recorded in each month during a period up to the end of September 1943 is summarised below:-

Basis of 2,000 calories per head per day
000 metric tons per month

Region	Staple foods	Animal milk	Cotton
R1	30.1	2.0	1.3
R2	-	-	0.5
R3	36.8	1.6	1.8
R4	2.3	-	0.3
P1	3.3	-	0.5
P2	2.0	-	0.3
P3	2.1	0.3	0.6
P4	3.7	0.6	0.8
P5	1.9	0.4	0.5
P6	1.1	0.1	0.2
Ports	67.4	2.1	1.4
Hills	12.3	0.4	0.3
Total	163	7.8	8.6

Total
33.4
0.6
40.4
2.6
3.9
2.3
3.0
5.1
3.8
1.4
71.2
15.0
179.4

[illegible] subsistence on a level [illegible] 2,000 calories. As an indication, however, of the tonnage required for the maintenance of a 1,500 calorie per[illegible], the following table is added:-

Basis of 1,500 calories per head per day.
000 metric tons per month.

Region	Staple foods
R1	9.6
R2	-
R3	12.5
P1	-

P5	1.9	0.4	0.5	2.8
P6	1.1	0.1	0.2	1.4
Paris	67.4	2.4	1.4	71.2
Lille	12.3	0.4	0.3	13.0
Total	163	7.8	8.6	179.4

We are apprehensive as to the effects of continuous subsistence on a level lower than 2,000 calories. We are advised that on a level of 1,500 calories a population can exist, but that output of work and resistance to disease would be seriously affected, to say nothing of the political consequences. As an indication, however, of the tonnage required for the maintenance of a 1,500 calories programme, the following table is added:-

Basis of 1,500 Calories per head per day.

000 metric tons per month.

Region	Staple Foods
M1	9.6
M2	-
P1	12.5
M2	-
P1	2.0
P2	1.6
P3	-
P4	-
P5	-
P6	-
Paris	45.4
Lille	8.3
Total	79.2

It should be recognised that on either of the above estimates imports of staple foods to supplement home production would not provide adequately for the vitamin and mineral needs of the population, particularly those of expectant and nursing mothers infants and young children. Some provision of vitamins and minerals would be desirable and the tonnage involved would be so small as to be negligible compared with the above figures.

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form and in proportion to needs, will depend partly upon a number of other considerations of which the most important are the availability of transport, the availability of food processing industries, the adequacy of fuel and power supplies and the efficiency of administration.

2. These factors are discussed in general terms in part two of the report.

3. (a) Transport.

If the most is to be made of regional food surpluses, adequate transport for the movement of food from the surplus areas to the towns is essential. If the transport system cannot be relied upon, it might be necessary to consider the dumping of emergency food reserves in the principal deficiency centres in order to avert the consequences of temporary transport failure.

The adequacy of the transport available will depend upon:-

(a) the geographical relationship of the surplus and deficiency areas.

Throughout the regions most of the principal food-deficiency areas are either situated in the centre of productive agricultural belts or else enjoy easy access to imported supplies through seaports. Danger spots however exist in the slope of Paris, the Lille industrial area, much of the industrial area of B.1, and the coal-mining area of Dutch Limburg in B.2.

(b) the amount and nature of transport services available.

(i) Railways. With the exception of regions, F.1, and F.2, the railway network is well developed and branch lines serve many rural areas as well as the principal centres of population. With the inevitable shortages of locomotives, rolling stock, locomotive fuel and lubricants, however, it is questionable whether any substantial railway capacity will be available for moving civilian supplies in any area after the prior demands for military movements have been met.

(ii) Water transport. Many of the large urban concentrations enjoy access to the sea either directly or by navigable waterways and, except for parts of F.1, F.2, and F.4, have good inland water communications. A fair supply of barges is likely to be found but many of these will have been converted to producer-gas propulsion.

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Provided that the water systems are not blocked indefinitely by demolitions, waterways might provide a considerable, though slow, means of transport for civilian traffic in many of the regions.

(iii) Road Transport. Although the road system is good throughout these regions, the vehicles left on the road are few in number, in poor repair and lacking in fuel. In the large towns as well as in the coal-mining areas in F.5 and B.1 some gas-operated vehicles will probably be found, and in these areas there are some local sources of liquid fuel supply in the shape of coke-oven benzol and a small synthetic output as well as some alcohol from the sugar-beet and molasses distilleries which are scattered through F.3, F.4, F.5 and F.6.

In some regions the supply of horses and carts is probably adequate for the conveyance of food from the agricultural areas to local centres of population.

(b) Food Processing Industries.

More than adequate capacity exists in all regions. The problems will be to supply them with sufficient fuel to enable them to function at the necessary level of activity. In particular, if use is to be made of the considerable capacity of regions F.3, F.4, F.5, F.6, B.1 and B.1 for sugar production, substantial allocations of fuel, transport and labour will be necessary during the critical season.

The big centres of population, especially in Belgium and Holland, are dependent for flour supplies on relatively few large mills. If these were put out of action by demolitions an awkward situation might arise. There would probably be sufficient milling capacity in small country mills to handle the limited amounts of wheat available but a transport problem would probably be involved in distribution. It would accordingly be prudent to arrange that cereal supplies should arrive initially in the form of flour - and this might well apply generally. This would also save shipping space (at the expense of local production of milling offals for fodder) and would put into circulation bags which would be badly needed when milling operations were resumed.

(c) Fuel and Power.

Provided that the mines can be kept in fair working order there should be an abundance of coal for local needs in F.5, B.1 and B.2 and a considerable surplus for export. The remaining regions, however, all depend on these three for their supplies, being without any local coal resources, and as stocks have been reduced to very low levels,

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(c) Fuel and Power.

Provided that the mines can be kept in fair working order there should be an abundance of coal for local needs in F.5, B.1 and B.2 and a considerable surplus for export. The remaining regions, however, all depend on these three for their supplies, being without any local coal resources, and as stocks have been reduced to very low levels, a critical fuel situation would quickly arise in the event of severance of communications with the coal-producing areas. This would have rapid repercussions on railway and canal transport, food processing industries and household requirements for cooking. In some of the French regions local supplies of wood might suffice for household and bakery use, but there are no large and easily exploitable timber reserves in any of the regions.

F.5, B.1, and the portion of Dutch Limburg which lies in B.2, draw their power from local pithead stations and provided that the plants are left intact power supplies should give rise to no difficulties. The other regions, including Paris, are however dependent on thermal stations (requiring fuel from the coal-producing regions) or on supplies drawn through the grid which in the event of invasion would be cut off. As power station coal stocks are low, the cessation of power supplies in such areas must be envisaged at an early date unless a supply of fuel is organised.

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A similar position would arise in the case of gasworks on which many households in urban districts depend for cooking.

(d) Administration.

The smooth administration of food (and more particularly fuel) distribution is likely to encounter a number of obstacles. The regions as drawn are military districts the boundaries of which in many cases cut across the natural economic boundaries, as well as the normal administrative boundaries, and if it is necessary to adhere to these for civil administration purposes the most rational and economic distribution of indigenous resources will be difficult to achieve.

Taken separately each of the districts presents certain problems of under-production or shortages of certain food products and surpluses of others. Taken as a whole they are in many respects complementary and capable of relieving each other, particularly in the matter of sugar and fuel supplies. The problems would be eased considerably if events should involve the simultaneous liberation of several adjacent regions and permit the development of inter-regional trade over the whole of the liberated area, though this would in many cases involve civilian traffic movements across the presumed main lines of military communications.

A competent and cooperative local administration for the distribution of food supplies will probably emerge more easily and rapidly in Holland than elsewhere. A special administrative difficulty is however likely to arise by the inclusion of Dutch Limburg in the region B.2, with which it has little in common, being bound by firm ties of language, administration, customs, communications, currency and economics to N.1.

4. In the coastal regions, and particularly in F.1, the food supplies of the coastal towns are capable of being supplemented by fishing. In order to achieve the maximum return the replenishment of gear would be necessary. Fish supplies of the regions B.1 are capable of being augmented by the return to Belgium of the considerable number of Belgian boats at present fishing from English ports.

Vegetable supplies should be good, or fairly plentiful, in all the regions, except perhaps Paris.

5. In Belgium and Holland there is an acute shortage of fertilizers

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several adjacent regions and permit the development of inter-regional trade over the whole of the liberated area, though this would in many cases involve civilian traffic movements across the presumed main lines of military communications.

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Vegetable supplies should be good, or fairly plentiful, in all the regions, except perhaps Paris.

5. In Belgium and Holland there is an acute shortage of fertilisers and if these, or the raw materials necessary for their manufacture (the plant capacity is available) could be supplied, the yield of local agriculture could probably be stepped up.

6. If heavy work is expected of any proportion of the urban population (and this might be of particular importance in the ports and for the maintenance of coal production in F.5, B.1 and B.2) appropriate machinery for the provision of extra rations would have to be considered.

7. In order to secure the goodwill of the populations of the occupied areas, it would be politic to pay as much attention as is practicable to local food preferences. The older of these are:-

(a) In France, meat does not enter to a large extent into the normal diet, but great importance is attached to good bread in adequate quantities. The shortage of fats, used principally in cooking, is keenly felt and the alleviation of it would be much appreciated. The Belgians also eat much bread and the Dutch are large consumers of potatoes, of which, however, they have a good supply if distribution can be ensured.

/(b)

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(b) A small coffee ration would be universally appreciated; in Holland it could be substituted by tea.

(c) The popular local beverages are:-

(i) <u>France</u> - Normandy and Brittany (F.1, F.2, F.3) drink mainly cider from the local apple crop (some fuel is needed for production).

Paris prefers wine. There are some small vineyards in regions F.2, F.4 and F.6. Supplies from Algeria would be appreciated if practicable.

In the North-Eastern industrial areas, beer is the principal beverage, and some allocation of grain to breweries might be politic.

(ii) <u>Belgium</u>. The Belgians are the largest beer drinkers in the world and some allocation of grain to brewers would be especially desirable.

(iii) <u>Holland</u>. The Dutch are also large beer drinkers and the same consideration applies.

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POST-INVASION FOOD SUPPLIES

PART I - ESTIMATE OF FOOD SUPPLIES AND REQUIREMENTS AFTER OCCUPATION

1. NETHERLANDS

The Netherlands have been divided into two regions, N.1 comprising the provinces of North Holland, Utrecht, South Holland, Zeeland, North Brabant and part of Dutch Limberg (the remainder of Dutch Limburg being included with Belgium) and N.2 comprising Gelderland, Overijssel, Drenthe, Groningen and Friesland.

REGION N.1. Estimated post-invasion population 5.3 million.

This region has two-thirds of the total population of the two regions but less than half of the grain, meat and dairy produce. In potatoes, the position is somewhat better - it has half the production of edible potatoes whilst it produces three-quarters of the total sugar.

1. Wheat and Rye.

Grain producers, numbering with dependents, say, 400,000 persons should have sufficient supplies. For the rest of the population, N.1 should have sufficient grain (allowing for the addition of barley to stretch supplies) for rather more than 6 months' consumption at current rates. The remaining months are normally covered by supplies from N.2. It may be assumed either that (1) local supplies are consumed before supplies from N.2., or (2) supplies from N.2. are distributed evenly throughout the year.

In this paper the second assumption has been adopted.

2. Potatoes.

Similar considerations apply to potatoes. After allowing for seed and fodder needs, the remaining potatoes are not enough to cover current rations for the whole year and supplies must be obtained from N.2.

3. Meat.

Meat would be short at any season. After allowing for consumption of livestock owners (say 2 million), and some black market, supplies remaining for the urban population would not cover the present rations (of 9ozs. weekly for the

In potatoes, the position is somewhat better - it has half the production of edible potatoes whilst it produces three-quarters of the total sugar.

1. Wheat and Rye.

Grain producers, numbering with dependants, say, 400,000 persons should have sufficient supplies. For the rest of the population, H.1 should have sufficient grain (allowing for the addition of barley to stretch supplies) for rather more than 6 months' consumption at current rates. The remaining months are normally covered by supplies from H.2. It may be assumed either that (1) local supplies are consumed before supplies from H.2, or (2) supplies from H.2. are distributed evenly throughout the year.

In this paper the second assumption has been adopted.

2. Potatoes.

Similar considerations apply to potatoes. After allowing for seed and fodder needs, the remaining potatoes are not enough to cover current rations for the whole year and supplies must be obtained from H.2.

3. Meat.

Meat would be short at any season. After allowing for consumption of livestock owners (say ½ million), and some black market, supplies remaining for the urban population would not cover the present rations (of 9ozs. weekly for the normal consumer). Some imports should be envisaged.

4. Milk and Butter.

Again supplies are short. Whole milk is now distributed only to children and to certain priority classes, ordinary adults getting skimmed, but there would not be enough to meet the present allowances. Some condensed or dried milk should if possible be available for young children. Supplies of butter would not cover present rations.

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On the basis of this table, in order to provide the non-producing population with 2,000 calories per head daily the following should be imported monthly (see Appendix II for scale of food allowances):-

	000 metric tons per month
Grain	23.0
Meat	4.6
Fats	1.9
Pulses	0.6

In addition, some dried or condensed milk should be allowed, say, the equivalent of half a litre of fresh milk per head daily for children under 5 and pregnant and nursing mothers, in urban areas, in all 2,000 tons of condensed milk monthly (taking 3 parts condensed = 1 part fresh milk).

A ration of coffee would be most desirable. To provide a weekly allowance of 2 oz. per head of population would require a monthly import of 1,300 tons.

As Section 1 (wheat and rye) pointed out, the above rate of imports assumes that consumption of local supplies of grain and potatoes is even throughout the year. The possibility must be envisaged that in the first 6 months consumption is entirely met from local supplies. If so, then larger grain imports than those shown would be necessary to maintain the level of 2,000 calories, if occupation occurred between the months of April and October, unless some receipts of grain and potatoes from H.2 were already available. The maximum would be 53,000 tons monthly which would cover needs if all local supplies had been consumed and no receipts had been obtained from H.2.

Between October and March grain imports could be reduced to 1,500 tons monthly if domestic supplies were used up but it would then be necessary to import at the rate of 53,000 tons monthly between April and September.

REGION H.2. Estimated post-invasion population 2.5 million.

This region has a surplus over current requirements in all foodstuffs except sugar. As regards grain and potatoes, however,

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+ Including 200 calories from foodstuffs not listed in table.

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it would be unwise to count on the entire surplus being available because a part at least would probably have been moved to the deficiency region N.2.

The milk and dairy produce surpluses would always be available.

From the following estimate of food supplies, which assumes that surplus grain and potatoes have already been transferred to N.1, it is clear that there should be sufficient for the entire population:-

Kg. per head per year.

	Producers (C.8 million)	Non-Producers (1.7 million)
Grain	110	100
Potatoes	400	200
Sugar	18	18
Meat	40	43
Milk	140	90
Butter	9	18
Calories per head per day +	2,550	2,300

To provide the coffee rations, a monthly import of 630 tons would be needed.

2. BELGIUM

Belgium has also been divided into two regions, N.1 comprising East and West Flanders, Brabant, Antwerp, Limburg, Hainaut, and part of Liège, and N.2 consisting of the rest of Liège, Namur, Luxemburg and part of Dutch Limburg. N.1 is essentially industrial and contains the chief towns of Belgium, and the coal-mining area round Charleroi. N.2 is essentially rural and has no town of more than 50,000 inhabitants.

REGION N.1. Estimated post-invasion population 7.2 million.

This region has 85% of the population of the two regions but only 80% of the wheat and rye and 75% of meat and dairy produce. It is better provided with potatoes and sugar, its share being nearly proportionate to its population.

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Milk	140	90
Butter	9	16
Calories per head per day *	2,590	2,300

To provide the coffee rations, a monthly import of 650 tons would be needed.

2. BELGIUM

Belgium has also been divided into two regions, B.1 comprising East and West Flanders, Brabant, Antwerp, Limberg, Hainaut, and part of Liège, and B.2 consisting of the rest of Liège, Namur, Luxembourg and part of Dutch Limberg. B.1 is essentially industrial and contains the chief towns of Belgium, and the coal-mining area round Charleroi. B.2 is essentially rural and has no town of more than 50,000 inhabitants.

REGION B.1. Estimated post-invasion population 7.2 million.

This region has 8% of the population of the two regions but only 60% of the wheat and rye and 75% of meat and dairy produce. It is better provided with potatoes and sugar, its share being nearly proportionate to its population.

After deducting producers' consumption, there would remain sufficient wheat and rye for present rations for non-producers for rather more than six months; the remaining needs are covered by imports from France and Germany.

The following shows estimated supplies for producers and non-producers; black market supplies are included under producers:-

Grain/

* Including 200 calories from foodstuffs not listed in table.

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Kg. per head per year

	Producers (1.2 million)	Non-producers (6.0 million)
Grain	160	58
Potatoes	270	180
Sugar	21	21
Meat	48	13
Milk	100	30
Butter	13	3
Calories per head per day	2,900	1,300

It appears that producers should be sufficiently provided for but that the rest of the population would require imports of all the main foodstuffs except sugar.

The following monthly amounts would provide a diet of 2,000 calories per head daily:-

	000 metric tons per month
Grain	26.0
Meat	6.0
Fats	4.0
Cheese	1.0
Pulses	0.8
Coffee	1.8

In addition, condensed milk equivalent to ½ litre of fresh milk per head daily should be available for children under 5, and pregnant and nursing mothers, in urban areas, in all, 1,600 tons monthly of condensed milk.

As in the case of M.1, if local grain supplies had been consumed first, a larger import of grain would be necessary if occupation occurred in the period April - September. The maximum would be 53,000 tons monthly.

In the period October/March imports could be reduced to 12,000 tons monthly by using up local grain but an import of 53,000 tons monthly would then be necessary in the period April - September.

REGION B.2. Estimated post-invasion population 1.3 million.

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	per month
Grain	25.0
Meat	6.0
Fats	4.0
Cheese	1.0
Pulses	0.8
Coffee	1.8

In addition, condensed milk equivalent to ½ litre of fresh milk per head daily should be available for children under 5, and pregnant and nursing mothers, in urban areas, in all, 1,600 tons monthly of condensed milk.

As in the case of B.1, if local grain supplies had been consumed first, a larger import of grain would be necessary if occupation occurred in the period April - September. The maximum would be 53,000 tons monthly.

In the period October/March imports could be reduced to 12,000 tons monthly by using up local grain but an import of 53,000 tons monthly would then be necessary in the period April - September.

REGION B.2. Estimated post-invasion population 1.3 million.

While this region is better provided for, the non-producing population would still need imports to bring its consumption up to 2,000 calories per head per day. Moreover, potatoes might be in short supply in the towns, in the spring, so that additional grain imports might be necessary if invasion occurred at that time of year.

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+ Including 150 calories from foodstuffs not listed in table.

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Kg. per head per year.

	Producers (0.3 million)	Non-Producers (1 million)
Grain	160	83
Potatoes	270	120
Sugar	22	22
Meat	48	31
Milk	100	70
Butter	13	6
Calories per head per day +	2,850	1,700

The following monthly imports are suggested; condensed milk should not be needed:-

	000 metric tons per month
Grain	1.6
Meat	Nil
Fats	0.42
Cheese	0.17
Pulses	8.13
Coffee	0.33

3. NORTHERN FRANCE

The area of Northern France considered in this note has been divided into six regions, as follows:- Brittany (F.1), Upper and Lower Normandy (F.2 and F.3), and Southern, Northern, and Eastern Regions (F.4, F.5, and F.6).

The area is predominantly agricultural but includes Paris and certain other large towns.

Wheat and rye supplies should present no difficulties save possibly in F.2. In fact, if invasion occurred within, say, six months of the harvest there should be a considerable surplus over current consumption. After this time stocks might have been transferred to other parts of France.

Potatoes are ample everywhere except in F.2 and F.3. F.1

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Fats	0.42
Cheese	0.17
Pulses	0.13
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Potatoes are ample everywhere except in F.2 and F.3. F.1 and F.2 produce no sugar, but the other regions have a large output (over 4/5ths of the total French sugar output). It is uncertain, however, to what extent stocks in excess of present consumption would be kept in these regions. Probably a considerable part would be moved out. Meat and milk are plentiful in F.1 and F.2, but short in other regions.

It is peculiarly difficult to arrive at satisfactory estimates of French food consumption. Official control over food supplies is weak and the producer contrives to keep back considerably more of his production than he is actually entitled to. But only part of this is consumed on the farm; the rest finds its way to the town, some in food parcels to relatives, some to the black market. It is only misleading to try to get out estimates of supplies for the producing and non-producing population, as was done with Belgium and the Netherlands.

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1630

+ Including 170 calories from foodstuffs not listed in table.

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The position for the various regions may be pictured somewhat as follows. In F.1 and F.2, save for sugar, supplies should be sufficient both for producers and non-producers, except perhaps of potatoes in F.2. As there is no grain surplus in this region, it might be necessary to import some grain to make up for the shortage of potatoes if liberation occurred in the Spring.

In the other regions producers should everywhere be well provided for. If wheat surpluses had not been moved to other areas, the rest of the population might be able to reach the 2,000 calorie level. As, however, supplies of meat and fats are very small, it would be safer to allow for imports of these foods throughout the year, thereby both ensuring the calorie level, and providing a reasonable ration of these foods.

In F.3 potato supplies are short, so that in this region, as in F.2, imports of grain might be needed in the second half of the harvest year 1942/43.

F.5 presents peculiar problems. It has a very large urban population (see Appendix III), as it contains the industrial areas round Lille. Though statistically there appears to be a surplus of grain over current consumption, it would seem unwise to count on its full availability for the industrial parts. Accordingly, it is suggested that provision is made for the complete victualling of the Lille area, which, including Tourcoing, Roubaix, etc., has a population of some 800,000. This will be discussed under the section on Paris below.

The following monthly imports are suggested:-

000 metric tons per month

	F.1	F.2	F.3	F.4	F.5	F.6
Grain	Nil	1.0+	3.8+	Nil	Nil	Nil
Sugar	3.3	2.0	Nil	"	"	"
Meat	Nil	Nil	1.0	2.0	0.8	0.6
Fats	"	"	0.9	1.4	0.9	0.39
Pulses	"	"	0.2	0.3	0.16	0.1
Coffee	0.5	0.3	0.55	0.8	0.5	0.25

\+ April-September only, and even then possibly not necessary.

In Regions F.1 and F.2 imports of condensed milk should not be necessary, but for regions F.3, F.4 and F.6 some provision would be wise, and for F.5 essential.

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The following monthly imports are suggested:-

000 metric tons per month

	F.1	F.2	F.3	F.4	F.5	F.6
Grain	Nil	1.0+	3.8+	Nil	Nil	Nil
Sugar	3.3	2.0	Nil	"	"	"
Meat	Nil	Nil	1.0	2.0	0.8	0.6
Fats	"	"	0.9	1.4	0.9	0.35
Pulses	"	"	0.2	0.3	0.15	0.1
Coffee	0.5	0.3	0.55	0.8	0.5	0.23

\+ April-September only, and even then possibly not necessary.

In Regions F.1 and F.2 imports of condensed milk should not be necessary, but for regions F.3, F.4 and F.6 some provision would be wise, and for F.5 essential.

Allowing the equivalent of ½ litre fresh milk per head daily for children under 5 and pregnant and nursing mothers in urban areas, the following monthly quantities of condensed milk would be needed:-

	000 metric tons per month
F.3	0.25
F.4	0.60
F.5	0.44
F.6	0.08

Provisioning/

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Provisioning of Paris and Lille.

Paris is situated in the middle of region P.4. Though some food might be available from stocks and from the surplus in surrounding areas - that of grain is very substantial - it would be unwise to reckon on this for victualling Paris. It is suggested that provision be made for supplying the population of Paris - 4.4 millions - with rations equivalent to 1,700 calories per head daily; the balance of 300 calories needed to bring the diet up to 2,000 calories daily, could, it is thought, be obtained from local supplies. (See Appendix II for details of allowances.)

For Lille and surroundings, it would also be wise to make similar provision.

The following amounts would be required monthly for these two towns:-

	000 metric tons per month	
	Paris	Lille and Surroundings
Flour	44	8
(=Grain)	(52)	(9.5)
Lard	4.0	0.7
Sugar	4.0	0.7
Meat and Fish (tinned)	5.4	1.0
Pulses	0.6	0.1
Cheese	1.4	0.25
Condensed Milk +	2.4	0.44
Coffee	1.4	0.25

+ Equivalent to ½ litre fresh milk per head daily to children under 5, and pregnant and nursing mothers.

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POST-INVASION FOOD SUPPLIES

PART II - GENERAL CONSIDERATIONS AFFECTING THE PRODUCTION, DISTRIBUTION AND CONSUMPTION OF FOOD

I. FRANCE

A. REGIONAL CONSIDERATIONS

A.1. BRITTANY AREA

1. GENERAL DESCRIPTION

The region divides geographically and economically into two parts:

(a) The main Breton peninsula.
(b) The estuary of the river Loire.

(a) The main part of Brittany is a rocky peninsula traversed by a number of low hill-ranges. It has a rocky and indented coastline, which gives rise to some good harbours, notably those of Brest and Lorient. The region is cut up by a number of small river valleys.

The region is essentially agricultural, and its farms are mainly small. The division of the land into small holdings makes the problem of food distribution less complicated, as it means that generally speaking the distance that any one product has to be transported is small.

The crops grown in this region are:-

(i) Cereals - rye, barley and oats are more plentiful than wheat, though there is large proportion of the last named in the department of Finistere.

(ii) Potatoes - potatoes are extensively grown throughout the region. Fresh vegetables are also grown on an exportable scale, particularly in Finistere.

(iii) Fruit - Apples are grown mainly for cider, and there are also large quantities of soft fruits cultivated.

The rearing of livestock is also important in Brittany. There is a large number of cattle, and thus a sufficient supply of dairy

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(iii) Fruit - apples are grown mainly for cider, and there are also large quantities of soft fruits cultivated.

The rearing of livestock is also important in Brittany. There is a large number of cattle, and thus a sufficient supply of dairy produce. Horses, sheep and pigs are also reared, so that there should be an adequate meat supply, especially as the peasants are very small meat eaters.

It will be seen that no sugar beet is grown in this region, so the import of sugar will have to be envisaged.

(b) The estuary of the river Loire forms a distinct geographical and economic region. It consists of the highly populated industrial concentration of Nantes, the smaller industrial centre of Saint Nazaire, and the complementary agricultural lands bordering on the Loire.

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The area is quite an important food producer. Cereals are grown quite extensively, though there is more rye and barley than wheat. Many potatoes and other vegetables are grown, the area around Nantes being especially important for market gardening.

Cattle are reared on the meadow lands of the banks of the Loire, and there is an important dairying industry, supplying adequate quantities of milk, butter and cheese.

Here again no sugar beet is grown and sugar supplies will have to be imported.

Pre-war Brittany was an important fishing area, and, if coastal fishing could be maintained, the diet of at least the coastal fringe could be supplemented. The fish of this area are sardines, anchovy, mackerel, and flat fish.

The population of the region P.1 is estimated at 2,433,000.

The only large towns of the area are:-

Nantes	(population	171,500)
Rennes	"	86,500)
Brest	"	71,000)
Saint Nazaire	"	52,500)
Lorient	"	40,500)
Saint Brieuc	"	27,500)

Nantes

Nantes is situated in the heart of an agricultural region, on which, in normal times, it relies for part of its supplies. It is probable that a certain percentage of food would continue to be available in the neighbouring rural area.

Nantes too presents less of a problem than an inland town, in that it is a river port accessible to sea going vessels; in that way it can receive direct supplies of food from outside the country.

It should also be noted that some provision of extra food rations would be necessary for heavy workers, such as locomotive, aircraft and shipyard workers, in Nantes, if use is to be made of the facilities provided by the works there.

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Nantes	(population	171,500)
Rennes	"	86,500)
Brest	"	71,000)
Saint Nazaire	"	52,900)
Lorient	"	40,500)
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Rennes

Rennes is the only large inland town in the region. It is situated in agricultural country, and normally it receives the greater part of its food supply from the surrounding rural area. This minimises the transport difficulties for the feeding of the town, though certain essential foodstuffs, and in particular sugar, will have to be supplied from outside the region. Rennes is, however, situated on a navigable waterway, and if other transport failed it would be possible for small craft to reach it from the sea.

There is no heavy industry in Rennes.

Brest/

+) Note: for estimation of present population, the general 10% reduction has been accepted throughout.

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Nantes	(population	171,500)
Rennes	"	86,500)
Brest	"	74,000)
Saint Nazaire	"	52,500)
Lorient	"	40,500)
Saint Brieuc	"	27,500)

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There is no heavy industry in Rennes.

Brest/

+ Note: for estimation of present population, the general 15% reduction has been accepted throughout.

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Brest, Lorient, Saint Nazaire, Saint Brieuc.

These coastal towns can also rely to a certain extent on food supplies available in the neighbouring rural areas, and the transport problem is simplified by the fact that any food supplies imported from outside the country can be brought directly to the town itself. These towns can also rely to a certain extent on fishing to supplement their food.

2. (i) Food Processing Industries.

Food transformer and processing works within the area include:--

(a) Flour Mills. The flour is milled in small mills scattered throughout the area. The only very large one is situated in Nantes, but the total number for the region is approximately 1,890. By far the greater number of these are in Finistere, the only department in the region in which a large amount of wheat is cultivated.

(b) Canning Factories. There are numerous canning factories in the area, for fish, meat, fruit and vegetables. The estimated total number is 17 meat canning and 85 vegetable or fish canning factories.

If this industry is to be maintained, raw materials and fuel will be necessary for the tinplate works, also supplies of vegetable oil for fish canning.

(c) Cider Plants. There are some 150 cider plants in the area (not including the multitude of small domestic plants). The whole region falls within the apple belt, and the cider plants are fairly evenly distributed throughout.

(d) Alcohol Distilleries. There are some 85 alcohol distilleries, mainly associated with the cider plants. In this area these would mainly be apple alcohol distilleries, as no sugar beet is grown.

(e) Sugar Factories. There are no sugar factories in the area. Refineries at Nantes could deal with imports of raw sugar, but supplies of coal would also have to be brought in.

(f) Breweries. Beer is not commonly consumed in this region,

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in which a large amount of wheat is cultivated.

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(f) Breweries. Beer is not commonly consumed in this region, and there are only 8 breweries.

(g) Cold Storage. There are cold storage plants at Nantes, Saint Nazaire, and Brest, but fuel would be necessary if these were to be maintained.

(ii) Sources of Additional Supplies

Fresh fish could be relied upon to supply the coastal population with additional rations, though the problems of transport would make it very difficult for any inland areas to obtain fresh fish. However, if the canning industry could be maintained, some canned fish might be sent inland.

Generally speaking, fresh fruit and vegetables should be obtainable in season throughout the area.

5. TRANSPORT/

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3. TRANSPORT

Means of transport in Brittany present a real difficulty:-

(a) In early stages at least the limited transport facilities in this area are likely to be required for military movements, and the movement of food supplies may present a serious problem.

(b) The road network of Brittany is generally good. But lorries and fuel are in very short supply - civilian petrol stocks are negligible and in any case could easily be destroyed. Any lorries left would most probably not be in good repair.

(c) Rail transport could touch only a fringe of the population.

(d) There is no extensively developed system of inland waterways. The Nantes-Brest canal is the only canal of any importance, though the river Vilaine is to a certain extent navigable, and is joined by canal with the Northern Breton coast.

(e) Horses and carts, if available, could be used for local transport of food. Normally the region is rich in horses, but their numbers are probably greatly diminished, and fodder supplies are difficult.

4. FUEL AND POWER

The Brittany fuel shortage also presents a serious problem. There are no coal deposits in the region, which in normal times imported most of its coal from Great Britain. It is now supplied from P.5 and stocks in the district are at an extremely low level; if supplies from P.5 were cut off, existing stocks are not likely to last for more than a few weeks.

Coal is needed for:-

(a) Electric generating stations - electric power is needed for food transformation and processing works, also for domestic consumption.

(b) Gas for the gas-works - needed for domestic supplies in urban districts.

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(d) There is no extensively developed system of inland waterways. The Nantes-Brest canal is the only canal of any importance, though the river Vilaine is to a certain extent navigable, and is joined by canal with the Northern Breton coast.

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Coal is needed for:-

(a) Electric generating stations - electric power is needed for food transformation and processing works, also for domestic consumption.

(b) Gas for the gas-works - needed for domestic supplies in urban districts.

(c) Domestic consumption (cooking etc.) in rural areas.

There are 8 electric generating stations in the area, all small with the exception of Chantenay (Nantes), 109,000 KW. The only hydro-electric plant is Guerledan, 10.300 KW., so all the others would have to be maintained from imported supplies of coal. A substantial amount of the present power consumption of this area is derived through the grid from the South and South-East. In the event of occupation this supply would be cut off.

Wood. - Is the fuel normally used by bakers; there are a number of forests in the region, but transport and distribution of the fuel would need organising.

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S.2. LOWER NORMANDY

1. GENERAL DESCRIPTION

This region consists of the flat coastal plains of Western Calvados with the limestone ridges of the Manche, and the gently undulating hills separated by river valleys of the inland departments.

It is an essentially agricultural country, and the land is divided into small farms; this division into small-holdings makes the problem of food distribution rather less complicated, as the distance that any one product has to be transported is comparatively short.

The crops grown in this region are:-

(i) Cereals. Wheat is fairly plentiful except in the department of Manche.

(ii) Potatoes. Potatoes are grown throughout the area, but not in sufficient quantities to supply the needs of the population.

Fresh vegetables and fruit are generally plentiful especially in Manche.

(iii) Sugar Beet. Sugar beet is not grown in the region, though it is on the edge of the sugar-beet area which has been developed in recent years in Western Calvados.

The rearing of livestock is important in the area, and there are extremely important dairying industries. Adequate supplies of milk, butter, and cheese should be available.

The population of the region S.2 is estimated at 1,217,000. The only large towns in the area are:-

Angers	(population 77,500)
Caen	" 54,000)
Cherbourg	" 34,500)
Laval	" 25,000)

Angers and Laval

Angers and Laval are at a fairly great distance from the coast, [illegible] parts of areas, even though they are on railways

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(ii) Potatoes. Potatoes are grown throughout the area, but not in sufficient quantities to supply the needs of the population.

Fresh vegetables and fruit are generally plentiful especially in Manche.

(iii) Sugar Beet. Sugar beet is not grown in the region, though it is on the edge of the sugar-beet area which has been developed in recent years in Eastern Calvados.

The rearing of livestock is important in the area, and there are extremely i portant dairying industries. Adequate supplies of milk, butter, and cheese should be available.

The population of the region P.2 is estimated at 1,217,000. The only large towns in the area are:-

Angers	(population 77,500)
Caen	" 54,000)
Cherbourg	" 34,500)
Laval	" 25,000)

Angers and Laval

Angers and Laval are at a fairly great distance from the coast, and are not easy of access, even though they are on waterways navigable for small craft. They are, however, situated in rich agricultural areas, and in normal times are largely supplied with food by the surrounding regions.

Cherbourg

The port of Cherbourg is easy of access, and may also be able to rely on coastal fishing to supplement its rations to a certain extent. But although its hinterland is agricultural, there is very little wheat and no sugar-beet grown in the area. There are too a number of heavy workers in the port for whom extra rations should be envisaged.

Caen

Caen has a river port, and is not difficult of access, provided that the canal which connects it with OUISTREHAM on the coast

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is in good repair. In normal times CAEN drew a large proportion of its food supplies from the surrounding district, and may be able to continue doing so to a certain extent. In this connection it should be noted that sugar beet is grown on the CAMPAGNE DE CAEN very near to the town, mainly, however, in P.3. Two factories in which this beet is processed are situated in both P.2. and P.3.

In CAEN there are a number of heavy workers in the blast furnaces, shipyards, and port who would need extra rations if these industries were to be maintained or restored to activity.

2. FOOD PROCESSING INDUSTRIES

Food transformation and processing works within the area include:-

(a) Flour Mills. There are 590 flour mills, mainly small, scattered throughout the area.

(b) Canning Factories. Canning factories in this area are not numerous; there are no more than a dozen altogether.

(c) Cider Plants. The greater part of the area falls within the apple belt, and there are some 55 cider plants.

(d) Alcohol Distilleries. There are some 80 alcohol distilleries scattered through-out the area; the department of Manche is the most important area for this industry. They will be mainly apple alcohol distilleries.

(e) Sugar Factories. There are only a few sugar factories in the neighbourhood of Caen, as the area only borders on the beet producing belt.

(f) Breweries. Beer is not a common beverage in the region, so there are no breweries of any importance.

All these works will be useless unless fuel and power can be provided.

3. TRANSPORT

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(f) Breweries. Beer is not a common beverage in the region, so there are no breweries of any importance.

All these works will be useless unless fuel and power can be provided.

3. TRANSPORT

The problem of transport in LOWER NORMANDY is by no means an easy one:-

(a) In early stages at least the limited transport facilities of the area are likely to be required for military movements, and the transport of food supplies may present a serious problem.

(b) The road network of the area is generally satisfactory. But lorries and fuel are in very short supply - civilian petrol stocks are negligible, and in any case could easily be destroyed. Any lorries left could not be expected to be in very good repair.

(c) Rail transport could touch only a fringe of the population. In recent years many of the local lines (in the main narrow-gauge) have been scrapped, and motor-bus services substituted.

(d) There are no good inland waterways. The only water transport of any importance is carried on the canal which connects CAEN and the sea.

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(c) Horses and carts, if available, could be used for local transport of food. There are normally a good number of horses in the region, but their numbers are probably greatly diminished.

4. FUEL AND POWER

In Lower Normandy the fuel supply is again a serious problem, as there are no coal deposits, and stocks will quickly be exhausted if supplies do not continue to be received from U.K.

Coal is needed for:-

(a) Electric generating stations - electric power is needed for food transformation and processing works, also for domestic consumption.

(b) Gas for the gas-works - needed for domestic supplies in urban districts.

(c) Domestic consumption (cooking etc.) in rural areas.

There is a thermo-electric generating station at Caen (25,000 KW.) supplying the general public, but this has to rely on imported supplies of coal; there is also a large generating plant (31,500 KW) at the Colombelles steelworks. There is a small hydro-electric generating station at Vezins (Manche). The greater part of the region, however, is fed from the main grid, and with this supply cut off there would be practically no electric current available over the major part of the region.

Wood is the fuel normally used by bakers. In this district there are some areas, e.g. the department of Manche, which are practically denuded of forests, so serious transport problems may be involved.

F.3 UPPER NORMANDY

1. GENERAL DESCRIPTION

This area is a very varied one from the economic point of view, and includes the industrial area of the Seine estuary, the agricultural areas of Calvados, Eure and Seine Inferieure in Normandy, and the Picardy plains as far as Amiens.

Thus it will be seen that the main part of the region is

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(25,000 kW.) supplying the general public, but this has to rely on imported supplies of coal; there is also a large generating plant (31,500 kW) at the Colombellon steelworks. There is a small hydro-electric generating station at Vezins (Manche). The greater part of the region, however, is fed from the main grid, and with this supply cut off there would be practically no electric current available over the major part of the region.

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Thus it will be seen that the main part of the region is agricultural. The land is generally rich and productive, and may be regarded as being in the main self-supporting.

Cereals are grown throughout the area, and should be sufficient to meet the needs of the population, except in some of the larger towns.

Potatoes are not grown in sufficient quantities to supply the needs of the population, though fresh vegetables are fairly abundant.

The area comes within the sugar-beet growing area, and sugar supplies should be adequate, though there will be difficulties of transport within the area.

Cattle rearing is important especially in Calvados and Eure and the Pays De Bray (S. of Seine Inferieure).

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The population of the region F.3 is estimated at 2,167,000.

The chief towns of the area are:-

Le Havre	(population 144,500)
Rouen (& Suburbs)	(" 258,000)
Amiens	(" 83,000)
Dieppe	(" 22,500)
Evreux	(" 17,500)

Rouen and Le Havre

The Seine estuary presents a food problem as Rouen, Le Havre and their suburbs have a population of some 500,000 inhabitants, whose food cannot be supplied by the surrounding areas. Their geographical position on the Seine estuary, however, and their ports constructed for the accommodation of ocean-going vessels makes them easy of access for supplies brought from outside the country. At Rouen, however, dredging operations would be necessary before sea-going vessels could enter the port. They may be able to rely on coastal fishing too, to supplement their rations to a certain extent.

In this area too there are a considerable number of heavy workers, principally in the docks, who would need extra rations if they were to be able to continue their work.

Amiens

Amiens is situated in an agricultural area, and may be able to obtain some of its food supplies locally. It should be provided with ample supplies of fresh vegetables, as the outskirts of the town are particularly rich in market gardens. Amiens is also linked by canal to the sea (St. Valery), which makes it easier of access for supplies coming from abroad. A certain amount of extra provisions might have to be supplied here for heavy workers (railway repair works).

Dieppe

Dieppe as a port is easy of access, and also the surrounding area is agricultural and may be able to supply a certain proportion of the town's supplies. Some supplies of fish, too, may be available to supplement the rations.

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Dieppe

Dieppe as a port is easy of access, and also the surrounding area is agricultural and may be able to supply a certain proportion of the town's supplies. Some supplies of fish, too, may be available to supplement the rations.

Heavy workers in the port might have to be specially catered for.

Evreux

Evreux is situated in a very rich agricultural country, and in normal times was able to rely on the surrounding district for food supplies. Given a certain amount of local transport (e.g. horses and carts) it should not present a very serious problem.

2. (i) Food Processing Industries

Food transformation and processing works within the area include:-

(a) Flour mills. There are 320 flour mills in the region, which can deal with the wheat grown locally.

(b) /

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(b) Canning Factories. Canning is not important in this region, and there are only about twelve factories which undertake canning either of meat, fish or vegetables.

(c) Cider Plants. The major part of this area lies within the Apple Belt, and there are some 60 cider plants scattered throughout the apple-growing areas. Cider is the main beverage of the region.

(d) Alcohol Distilleries. There are some 85 alcohol distilleries in the area, some of which are associated with the cider plants and some with the beet sugar factories.

(e) Sugar Factories. Sugar beet is grown in parts of this area, and there are some 35 sugar factories.

(f) Breweries. The area fringes on the Northern Region where beer is the main beverage, and there are some 30 breweries in the area.

(g) Cold Storage. There are cold storage plants at Rouen and Le Havre, and imported fuel would be necessary if these were to be maintained.

(h) Oilseed Crushing. There are oilseed crushing plants at Le Havre and Dieppe, but these can make no contribution to local fat supplies without imports of raw materials. Fuel would also be required to restart these mills.

(i) Sources of Additional Supplies.

There is a considerable amount of coastal fishing carried on in the area, and Fecamp is an important fishing port. Drying and salting of fish is carried on in Fecamp.

Generally speaking, fresh fruit and vegetables should be obtainable in season throughout the area, though Rouen and Le Havre will probably be less well-supplied.

3. TRANSPORT

Transport in this region may present a serious problem:-

(a) Although fairly good, the transport facilities in this

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and Le Havre, and [illegible] these were to be maintained.

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Generally speaking, fresh fruit and vegetables should be obtainable in season throughout the area, though Rouen and Le Havre will probably be less well-supplied.

3. TRANSPORT

Transport in this region may present a serious problem:-

(a) Although fairly good, the transport facilities in this area are likely to be fully occupied, at any rate in the early stages, by movements, and the transport of food supplies may present a serious difficulty.

(b) The major part of the area is served with a good road network. But lorries and fuel are in very short supply - civilian petrol stocks are negligible, and in any case could easily be destroyed. Any lorries left would probably be in poor condition.

(c) There is a well-developed rail network, and the trains are steam propelled. The railways, however, would touch only a proportion of the rural population.

(d) Apart from the Seine (navigable for vessels up to 2,000 tons) there are no navigable rivers in the area. In the extreme North of the area there is the St. Valery - St. Quentin canal (passing through Amiens). Thus inland waterways play only a minor part in the transport system of the region.

(e) Horses and carts, if available, could be used for local transport of food. But the numbers of horses are probably greatly diminished, and fodder supplies may prove a difficulty.

4. FUEL AND POWER

In this area there is no coal, so that fuel and power present a most serious problem. Stocks of coal would very soon be exhausted, unless supplies from U.K. can be maintained.

Coal is needed for:-

(a) Electric generating stations - electric power is needed for food transformation and processing works, also for domestic consumption.

(b) Gas for the gasworks - needed for domestic supplies in urban districts.

(c) Domestic consumption (cooking, etc.) in rural areas.

There are three important generating stations in the Seine Estuary at Grand Quevilly, Le Havre and Yainville. These could go far in meeting the essential requirements of the region if the necessary supplies of coal could be imported. (The supplies could be brought by water, and heavy land transport would not be involved).

A connection with the thermal generating stations of the North through the transformer switching station of Le Vaupelliere is now under construction. Rouen is also served by this direct link.

The bakers depend largely on wood fuel. There are considerable areas of woodland in the region, but exploitation and transport would require organisation.

E.4. (INCOMING PAPER)

1. GENERAL DESCRIPTION.

In this region Paris forms a nucleus from which the whole of

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(c) Domestic consumption (cooking, etc.) in rural areas.

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The buyers depend largely on wood fuel. There are considerable areas of woodland in the region, but exploitation and transport would require organisation.

3.4. (TROISIEME PARIS)

1. GENERAL DESCRIPTION.

In this region Paris forms a nucleus from which the whole of the region radiates. It is situated in the North Central part of the region, and the rich, well-watered, agricultural lands of the Paris basin stretch out around it.

This rich agricultural belt surrounding Paris is, in the main, self-supporting as regards essential foodstuffs. The crops grown in the area are:-

(a) Cereals. Wheat is grown throughout the area, and there should be an abundant supply if the grain harvested has not been dispersed.

(b) Vegetables. Potatoes are extensively grown throughout the areas and there should be adequate supplies. Fresh vegetables too, should not be scarce; the area immediately surrounding Paris is important for its market gardens.

(c) /

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(c) Sugar beet is grown especially in the Eastern part of the region. Supplies of sugar should be adequate, but transport would have to be organised.

The rearing of livestock on the whole takes a secondary place to the growing of cereals in this area, so that in some districts the supplies of dairy produce may not be sufficient for the needs of the population.

The population of the region F.2 (including Paris) is estimated at 7,339,000.

The chief towns of the area are:-

Paris (including outer suburbs)	(Population	5,280,000)
Rheims	("	99,900)
Tours	("	75,900)
Le Mans	("	72,900)
Orleans	("	64,000)
Troyes	("	51,000)
Chartres	("	24,000)
Soissons	("	17,500)
Chalons sur Marne	("	25,500)

Paris

Paris, a non-producing area of some 6,000,000 inhabitants, presents a most serious food problem. There are indeed indications that the Germans are at present faced with severe distribution problems in Paris, and are contemplating the evacuation of some 1,000,000 people to the lesser populated parts of Normandy and Brittany. The greater part of the food requirements of Paris must unquestionably be imported. Paris is the chief railway centre of the whole country, so has good rail communications with the various ports; but rolling stock in France is reduced to an absolute minimum, and coal for the fuelling of the trains has to be imported from F.5. Lack of lorries and fuel would also impede road transport. The Seine, however, is navigable as far as Paris for vessels up to 2,000 tons, so a certain amount of food could be transported this way.

Rheims.

Rheims is situated in an agricultural area, and in normal times receives a large proportion of its food supplies from the surrounding area. It should be able to continue to rely to a certain extent on local supplies. Where imports are concerned, Rheims has good railway connections, and an adequate canal link

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Rheims.

Rheims is situated in an agricultural area, and in normal times receives a large proportion of its food supplies from the surrounding area. It should be able to continue to rely to a certain extent on local supplies. Where imports are concerned, Rheims has good railway connections, and an adequate canal link with both the North and the Seine system. All other forms of transport fail.

Le Mans, Tours, Orleans, Troyes.

These towns are situated far inland, so that serious transport problems would arise in importing food from outside the country. Although navigable waterways serve each of the towns, these are only accessible to small vessels, and the routes are long and involved. Moreover, although there are direct rail communications with Paris, connections with the coast are roundabout. However, all these four towns are situated in agricultural areas, and should be able to draw a certain percentage of their supplies from the surrounding regions.

Chartres/

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Charters

Charters lies in an agricultural area, and should be able to rely on the surrounding country for a considerable part of its food supplies. This is further to those Charters is very badly situated as regards communications for products imported from outside the country. The only road with link is with Erith, and it has no navigable waterway.

Shelter for home evacuees.

These two towns are also situated in rural areas, which should be able to supply them with a proportion of their food requirements, and are not so dependent on the receipt of supplies from outside the country. Bulk communications lead to Perth, and though there are other communications which connect eventually with the sea, the routes involved are long.

2. (1) Food Processing Industries.

Food transformation and processing works within the area include:-

(a) Flour Mills. There are some 8% flour mills in the area, including some very large ones in Perth. In the rural areas the milling is exclusively in small mills mostly near the countryside. Milling capacity is not at present fully employed, and though there are other demands, principal the coal is available.

(b) Canning Factories. There are some 20 meat curing factories in the area and some 70 factories for the canning of fish, vegetables, etc. Over half of these are situated in Perth.

(c) Other Plants. There are some 180 other plants, scattered throughout the area.

(d) Alcohol Distilleries. There are some 180 alcohol distilleries scattered throughout the area. These are connected either with the beet sugar production or with the whole crop.

(e) Sugar Refineries. There are [illegible]

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(i) Food Processing Works

Food transformation and processing works within the area include:-

(a) Flour Mills. There are some 850 flour mills in the area, including some very large ones in Paris. In the rural areas the milling is done principally in small mills scattered over the countryside. Milling capacity is more than adequate, provided the fuel is available.

(b) Canning Factories. There are some 20 meat canning factories in the area and some 70 factories for the canning of fish, vegetables, etc. Over half of these are situated in Paris.

(c) Cider Plants. There are some 180 cider plants, scattered throughout the area.

(d) Alcohol Distilleries. There are some 180 alcohol distilleries scattered throughout the area. These are connected either with the beet sugar production or with the apple crop.

(e) Sugar Factories. There are some 30 sugar factories in the area, situated chiefly in the Eastern part of the region.

(f) Breweries. There are some 50 breweries in the region, 12 of which are in Paris. But in the area as a whole, cider or wine is the common beverage.

(g) Cold Storage. There are a number of cold storage plants in Paris.

It will be seen that a large proportion of the food processing works of the region are situated in the Paris area. These include many modern and efficient plants, which it might be found advantageous to utilise, but their use would be dependent on the supply of raw material and fuel and the maintenance of the power supply.

(ii) Sources of Additional Supplies

This area lies entirely inland so cannot rely on fishing to supplement the food supply.

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From vegetation should be planted in this region. Brian
Paris should not be without supplies, as there is an Imperial
water-producing ...

3. TRANSPORT

The area as a whole has good lines of communication, but
there are nevertheless a number of problems which will have to
be faced.

(a) The transport facilities at this area are inadequate
at least partly ... likely to be
on transport for the movement of essential food supplies ... the normal
to be heavy.

(b) Ports in the vicinity of the valley system ... of Peninsular
all likely ... the ... attack.
Apart ... would ... and the
PARIS-LE ... rail connection
close with the coast, the provincial ... of the area to
with Paris, but ... with the coastal region.

(c) The road network ... to suit ... heavy
both ... and fast ... apply it may be found difficult
to utilize this ... of transport.

(d) There are likely ... inland waterways in the
region. The ... as Paris ... heavy
,000 tons, the ... used below either ... Brian
in the east and ... there is a ... of
west of ... and ... Brian ... Paris
also, the ... line, and the ... and inconvenient.

(e) If ... can be ... for ... in the rural areas.

4. FUEL AND POWER

There is a ... (which ... a ... the
entirely on ... from ... and ... will
the ... limited ... and ... which Paris

with Paris, but not with the coastal region.

(c) The road network of the region is well developed, but as both lorries and fuel are in short supply it may be found difficult to utilise this means of transport.

(d) There are fairly extensive inland waterways in the region. The Seine is navigable as far as Paris for barges up to ,000 tons, the barges used being either self-propelling or tow . In the East and South of the area there is a quite extensive network of canals and navigable rivers, but to report by these is slow, the barges are not large, and the routes are widely lengthy and indirect.

(e) Horses and carts would be available for local transport in the rural areas.

4. FUEL AND POWER

There is no coal in the area (which is a great disadvantage) and its import has to be envisaged. In normal times a substantial proportion of the coal requirements of Paris was obtained by imports from Great Britain. Since the occupation, Paris has had to rely entirely on supplies from the Nord and Pas de Calais. Although the distance involved is not great, and good rail and water communications exist, transport difficulties have prevented Paris from obtaining adequate supplies, with the consequence that consumption of fuel for all purposes is on a sub-normal basis and stocks are low.

The area as a whole derives its principal electric power supply from the main grid, and this source will be cut off if the region is occupied. There are several large thermo-electric generating stations in the Paris region. In recent years these stations, though continuing to work, have increasingly assumed the role of peak-load and stand-by stations, the base-load having been taken up to a large extent by bulk supplies of long-distance hydro-power received through the grid from the South and Centre, and the cutting off of these grid supplies would throw the region back on to the resources of the thermal stations in the Paris region itself. If these could be operated fully, the main needs of the region could probably be met, but for this purpose, in view of the inadequate stocks of coal in the area, prompt and substantial supplies of coal would have to be provided. The coal mines of F.5 are the obvious

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source of supply, if this region is also held, and if the military situation would permit a large lateral movement of rail traffic across the main direction of military communications. Otherwise imports by sea would have to be envisaged.

Plans are known to be in hand for connecting the Paris electrical system with the generating capacity in S.E. If and when this link is completed, the fuel and power system of the Paris area would become a much easier problem.

S.S NORTHERN AREA.

1. GENERAL DESCRIPTION

This region is mainly industrial, including the huge industrial agglomeration of Lille-Roubaix-Tourcoing, and the other centres of the Northern coalfield. The South-Western part of the area, however, is agricultural, though it could not supply a sufficient surplus for the industrial population of some 1,000,000 and large imports of foodstuffs must be envisaged.

Apart from the problem of the Lille area, the region should be in the main self-supporting in grain and sugar; meat and fats will probably not be in sufficient supply - the lack of fats will disturb the local population more than the lack of meat. Potatoes and fresh vegetables should be adequate.

The total population of the region is estimated at 3,710,000. The urban districts of the conurbation are likely to present difficulties in the matter of food supply such:-

Lille area (including Roubaix, Tourcoing, etc.)	Population	779,000
Cambrai		25,500
Douai (canton)		117,000
Arras		46,000
Dunkerque		27,500
Bethune		39,000
Lens (canton)		149,000
Boulogne		46,000
Calais		59,000
St. Quentin		43,000

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The total population of the region is estimated at 3,710,000. The urban districts of the Nord-Pas de Calais likely to present difficulties in the matter of food supply are:-

Lille area (including Roubaix, Tourcoing, etc.)	Population 779,000
Cambrai	25,500
Douai (canton)	117,000
Arras	46,000
Dunkerque	27,500
Bethune	39,000
Lens (canton)	149,000
Boulogne	46,000
Calais	51,000
St. Quentin	43,000

Boulogne, Calais, Dunkerque

These three coastal towns have an agricultural hinterland, and it is reasonable to suppose that they may continue to receive a certain proportion of their food supplies from the surrounding areas. As ports, too, they are easy of access for supplies coming from outside the country. Coastal fishing may be able to supplement their rations to a certain extent.

Saint Quentin

Saint Quentin is situated in a rich agricultural area, and should be able to obtain a large proportion of its supplies from the near-by region. It has also direct communications with the sea by means of the St. Quentin - St. Valery canal which can carry barges up to 300 tons.

Lille /

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Delle, Utah

Lelio is the centre of a large industrial area. Imports of foodstuffs must be undertaken. The area [illegible] Grant (distance from the coast, and thus not [illegible] certain extent the transport problem. There is a well-[illegible] canal system in this area, which could provide an alternative means of transport for sub supplies. But [illegible] lines etc., it would have to be made [illegible] by a protective wall.

2. (a) Food transformation and processing works which, [illegible] include:-

(i) Flour mills. There are some 510 flour mills in the [illegible] Turkey, there are two to be found in the Lelio area as well as in the rural areas.

(b) Canning factories. There are some 60 canning factories in the area, but the output is not considerable, and in general these are small factories with [illegible] capacity. Canning which could not be carried out in [illegible] (mainly vegetables).

(c) Cider plants. In this Northern area there are seven cider factories, and these are only about 20 cider plants in the region.

(d) Alcohol distilleries. There are approximately 55 alcohol distilleries, scattered throughout the country.

(e) Sugar factories. Sugar beet is grown in the [illegible] part of the region, and there are some 40 sugar factories.

(f) Breweries. The main breweries of this region are [illegible] and there are some 750 breweries in the district.

(g) Oilseed Crushing. There is important plant [illegible] at Diarbekir. This region is important [illegible] of oilseeds (mainly linseed), and [illegible] are now in contruction in the area, [illegible] until plants are ready.

(h) Sources of Animal Products.

in the area, but the consumption of canned foods is not extensive, and in normal times consisted mainly in imported foodstuffs which could not be grown within the area (mainly non-essential foodstuffs).

(c) Cider Plants. In this Northern area cider is not a common beverage, and there are only about 20 cider plants in the region.

(d) Alcohol Distilleries. There are approximately 55 alcohol distilleries, scattered throughout the area.

(e) Sugar Factories. Sugar beet is grown in the central part of the region, and there are some 30 sugar factories.

(f) Breweries. The main beverage of this region is beer, and there are some 725 breweries in the district.

(g) Oilseed Crushing. There is important plant for oilseed crushing at Dunkerque; this relies on imported supplies of oilseeds (mainly from French Africa), and can therefore make no contribution to the local supply of fats until imports are resumed.

(h) Sources of Additional Supplies.

It is probable that at least in the coastal regions rations can be supplemented with fish. Boulogne, France's foremost fishing port, comes within this area, and recent reports indicate that much is being done at present to develop this industry.

Fresh vegetables should be plentiful in the major part of the region, but it is doubtful whether they will be adequate in the Lille area.

3. TRANSPORT

The transport problem in this area is much less formidable than that of the other regions, but there are nevertheless serious difficulties to be overcome:-

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(a) There is a well developed network of railways, and coal is plentiful for fuelling the trains, but the supplies of rolling stock have been reduced to an absolute minimum by the Germans.

(b) There is an excellent canal system in the region, (barges up to 300 tons) but canal locks are easily interfered with, and it may be found that these canals are not utilisable.

(c) The road-network is good, but there is an acute shortage of lorries and petrol. Some synthetic fuel, benzol and alcohol however, may be obtainable in this area from local plants, gasogenes etc., while ample supplies of tow-gas units are available for the operation of non-fuelled vehicles.

4. FUEL AND POWER

This region contains the most extensive coalfield in France. If the coal mines are acquired, and are in good working condition with sufficient labour, a large quantity of coal can be produced; this will supply adequately the needs of the region for electric power and gas generation, essential industry and household fuel, and provided that local use is controlled, yield a substantial surplus for workers in other regions. As shown in previous sections coal supplies from this region are vital to the economic life and even the economic existence of other parts of Northern France, in the absence of imports from Great Britain. The surplus production cannot therefore be too large.)

A special food ration scale for miners would be essential in order to obtain maximum output.

F.6. EASTERN REGION

1. GENERAL DESCRIPTION

This Eastern region is mainly agricultural, with the exception of the industrial area around Roubaix, which is an extension of the industrial area of N.E.

The amount of cereals grown within the area should be sufficient for the needs of the population, as should potatoes and fresh vegetables. Sugar should be available also in considerable quantities, [illegible]. The milk and fat

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A special food ration scale for miners would be essential in order to attain maximum output.

F.6. BAYEUX REGION

1. GENERAL DESCRIPTION

This Eastern region is mainly agricultural, with the exception of the industrial area around Caubourg, which is an extension of the industrial area of F.5.

The amount of cereals grown within the area should be sufficient for the needs of the population, as should potatoes and fresh vegetables. Sugar should be available also in reasonable quantities, as the region lies within the sugar beet belt. The milk and fat supplies, however, are not adequate, and it is doubtful whether there is sufficient meat in the area.

The total population of the area is estimated at 939,000.

The only towns of any size in the region are:-

Caubourg (including surrounding industrial suburbs)	Population	57,320
Lyon	"	18,000

Lyon.

Lyon does not constitute a real problem as far as food supplies are concerned, as it is situated in an agricultural country which should be able to provide for most of its needs.

The /

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The Maubeuge area, as a continuation of the Lille industrial area, presents a more serious problem. But the distance from the coast is not great, and there are through waterways, provided that the lock system on the canals is not interfered with.

2. (i) Food Processing Industries.

Food transformation and processing works within the area include:-

(a) Flour Mills. There are some two flour mills scattered throughout the area.

(b) Canning Factories. This industry is of no importance - there are only some 10 plants within the region.

(c) Cider Plants. A certain amount of cider is consumed in the area, and there are some 50 cider plants.

(d) Alcohol Distilleries. There are 28 alcohol distilleries in the area.

(e) Sugar Factories. Some sugar beet is grown in the area, though there are only seven sugar factories.

(f) Breweries. In the North of the region particularly large quantities of beer are consumed, and there are about 100 breweries in the area as a whole.

(ii) Sources of Additional Supplies.

The region is an inland one, so that it is unlikely that it will be able to get supplies of fish in any appreciable quantity.

Supplies of fresh vegetables should be adequate except in the Maubeuge district.

3. TRANSPORT

A number of transport problems will undoubtedly occur in the area:-

(a) The rail system is well developed, and coal for the fuelling of the trains should be available from U.S., but rolling stock has been reduced to an absolute minimum by the Germans.

(b) There [illegible]

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(d) Alcohol distillation. There are 28 alcohol distilleries in the area.

(e) Sugar Factories. Some sugar beet is grown in the area, though there are only some 10 sugar factories.

(f) Breweries. In the North of the region particularly large quantities of beer are consumed, and there are about 180 breweries in the area as a whole.

(g) Sources of Additional Supplies.

The region is an inland one, so that it is unlikely that it will be able to get supplies of fish in any appreciable quantity.

Supplies of fresh vegetables should be adequate except in the Maubeuge district.

3. TRANSPORT

A number of transport problems will undoubtedly occur in the area:-

(a) The rail system is well developed, and coal for the fueling of the trains should be available from R.G, but rolling stock has been reduced to an absolute minimum by the Germans.

(b) There is a good canal system in the region, which could be utilised for food transport provided that the lock system is not interfered with.

(c) There is a good network of roads, but an acute shortage of lorries and petrol.

(d) Horses and carts, if available, may be used for food transport in the rural areas, though numbers of horses are probably greatly reduced.

4. FUEL AND POWER

In the matter of fuel and power the region can probably be supplied by the neighbouring region R.G. The electricity supply of the South of the region is dependent on the functioning of the transformer stations, and is fed by the generating stations of the North. The Maubeuge area has its own generating stations, and the coal has not to be transported any great distances.

Wood / 1020

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Wood fuel is used normally by bakers; there are considerable areas of woodland in the region, but transport and distribution of this fuel would have to be organised.

B. GENERAL CONSIDERATIONS

1. DISTRIBUTION

The smooth administration of food (and more particularly fuel) distribution may well encounter a number of obstacles. The areas scheduled are military districts the boundaries of which in many cases cut across the natural economic boundaries, as well as the normal administrative boundaries, and if it is necessary to adhere to these divisions for administrative purposes, the most rational economic distribution of indigenous food resources will be difficult to achieve.

Taken separately each of the districts present certain problems of under-production or shortages of certain food products, and surpluses of others. Taken as a whole they are in many respects complementary and capable of relieving each other, particularly in the matter of sugar and fuel supplies.

The problem would be easier if events should involve the simultaneous liberation of several regions - always provided that arrangements could be made for the re-distribution of surpluses over the whole of the liberated area, which might comprise several military districts.

2. TRANSPORT

a) Railways

In the Northern industrialised areas (N.1. N.2. N.3.) the rail system is well-developed; the principal towns are connected by good direct routes, and there is an extensive network of branch lines to serve the country districts, so that nearly all areas are accessible by rail transport.

This is not however the case in Brittany (B.1.) and Lower Normandy (B.2.) where rail communications are sparse.

Paris is the main focus of all the systems, but other quite important centres exist throughout the region, including:

B.1. Rennes, Nantes

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Paris is the main focus of all the systems, but other quite important centres exist throughout the region, including:

P.1. Rennes, Nantes
P.2. Rouen
P.3. Amiens (Longueau Junction), Rouen, Creil.
P.4. Le-Mans, Tours, Orleans, Etampes.
P.5. Melun, Chalons-sur-Marne.

The railways of the area are operated by single trains with the exception of the two lines:-

Paris - Le Mans
and Paris - Orleans
and the West suburban lines of Paris.

Coal for the operation of these railways is at present supplied from the Northern French coalfield (Lorraine) in the region P.5.)

Serious difficulties are being experienced at present in distributing sufficient coal for the maintenance of railway operations and the present situation may be described as being, on a hand-to-mouth basis, stocks of locomotive - coal at depots having fallen to very low levels.

[illegible]

/Owing

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Owing to requisitioning and the demands of the German military and commercial traffic and the increased demands on the railways resulting from the necessity of increased reliance on internal resources the available stock throughout the area of both waggons and more particularly locomotives is already severely strained (more than 50% of French waggons have already been taken by the enemy, and the disappearance of waggons due to non return from Germany is said to continue at the rate of 1,000 per month).

In view of the probability of increasing damage by Allied air action, and, at the time of occupation, the effects of withdrawals of rolling stock and of demolitions the situation will undoubtedly have deteriorated still further.

Severe shortage of lubricating oils and insufficient maintenance will further depreciate the value of any rolling stock falling into our hands.

Having regard to the requirements of military traffic, it is therefore doubtful whether any substantial railway capacity will be available for moving civilian supplies.

b) Waterways

Many of the large urban concentrations in these regions, including Paris, enjoy access to the sea either directly or by navigable waterways, and most of the area except for parts of Brittany (F.1.) and Normandy (F.2 and F.4) have fair inland water communications.

To the North and East of Paris there is a well developed system of canals and canalised rivers which moreover connects with the channel ports of Calais and Dunkirk, and is continued into Belgium. These waterways however can only carry barges not exceeding 300 tons.

The Seine is navigable as far as Paris for barges of 2,000 tons and beyond Paris to the boundaries of the area under consideration for barges of 300 tons. A canal for barges up to 300 tons connects the Seine with the Loire between Orleans and St. Mamres.

The Loire is navigable for large sea-going vessels as far as Nantes and for barge traffic inland as far as Orleans. Its tributaries the Loir, the Sarthe and the Mayenne are in part navigable. A canal connects Nantes and Brest with a branch between Hennebont and Pontivy. This will carry only barges of 300 tons and less.

The river Vilaine is navigable for small vessels as far as Rennes, which in its turn is connected to St. Malo by canal.

Declassified E.O. 12356 Section 3.3/NND No. 787010

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The river Vilaine is navigable for small vessels as far as Rennes, which in its turn is connected to St. Malo by canal.

The only other inland waterway in this area of any importance is the canal connecting the river port of Caen to Ouistreham on the coast.

Valuable as inland waterways might prove to be to provide a considerable, though slow, means of transport for a large tonnage of goods, the importance of water transport in the region must not be overestimated as canals are particularly vulnerable to demolitions owing to the ease with which lock gates and bridges can be destroyed.

A certain proportion of the barges are self-propelled, mainly by engines driven by producer gas, but a large proportion are horse drawn and the problem of mobilising and maintaining suitable horses may arise.

It is therefore clear that in the earlier stages of occupation nothing more than the navigable rivers, (more particularly the Seine) can be relied upon for certain to provide water transport facilities..

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C. ROAD TRANSPORT.

German requisitioning, the virtual cessation of production of new vehicles for civilian requirements for the past two years, and fuel shortage have combined to reduce the number of civilian vehicles on the road to very small proportions. Most of the more useful laid-up commercial vehicles have been requisitioned, and the serviceability of those remaining in use has deteriorated to a low level.

There are not likely to be any civilian motor vehicles still running on petrol anywhere in Northern France. The fuels now in use for the few vehicles operating are:-

1) Gas producers, using either charcoal or coke, used by 87% of civilian cars in circulation.
2) Synthetic fuels which are produced exclusively in F5.
3) Alcohol-benzol mixture containing (usually) some 80% alcohol.

The limitations of charcoal burning resources render the use of this fuel precarious and vehicles using this fuel are mainly confined to areas where charcoal is relatively plentiful. Little charcoal is produced in any of the regions under review. On the other hand the availability of coke in and around F5 makes it probable that a substantial number of producer-gas equipped vehicles will be found in operation there.

Synthetic fuels are produced solely in F5. The three plants in which they are produced lie within a limited area and are necessarily extremely vulnerable to demolition and fire. As supplies have been issued only on the smallest scale to meet current demands no stocks of importance will exist and therefore this source of fuel should probably be discounted. The number of coke-ovens producing benzol is however fairly numerous and it is less likely that all of these will be immobilised. Some vehicles may also be found in F.5. operating on town gas.

/

Although alcohol is produced in fairly extensive quantities throughout the area no stocks are likely to remain at the distilleries as, in the main, alcohol is delivered to the Germans forthwith. Furthermore alcohol used for fuel purposes must be dehydrated; comparatively few of the distilleries have dehydration plant and these will probably receive priority for demolition by the retreating enemy.

It would therefore appear that while the potential output of sugar-beet or molasses alcohol from distilleries in the regions, and coke oven benzol from F5 ... would ultimately prove of considerable

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It would therefore appear that while the potential output of sugar-beet or molasses alcohol from distilleries in the regions, and coke oven benzol from F5., would ultimately prove of considerable value in providing a local source of liquid fuel supplies, little or no reliance can be placed on the prospects of finding any considerable stocks of liquid fuel mixtures or of being able to organise a satisfactory production in the early stages of occupation.

A further serious deficiency throughout the area is lubricating oil of all descriptions and if use is to be made of any existing plant or vehicle sufficient suitable lubricant must be provided to operate it efficiently.

Although horses have been extensively requisitioned by the Germans since the invasion it is probable that sufficient have been left for the cultivation of the soil, as this enters into the enemy's scheme for the exploitation of occupied territories; sufficient carts may probably also be available for local transport. The seizing of horses and possibly the destruction of carts by the retreating enemy must be anticipated as a possible measure of demolition, but the resources required to make a thorough job of this would be so large that considerable numbers are likely to escape.

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3. FUEL AND POWER.

In order to operate rail transport, food processing factories, cold storage plants, some supplies of solid fuel and/or power are essential.

In the region supplies of coal are confined to the Northern French coalfield which lies totally within area 55. Without the control of these in workable condition the import of all essential fuel supplies must be envisaged. Even in the event of an early occupation of the mining area, a serious transport problem involving mineral train movements across the potential lines of military advance would have to be undertaken in order to supply the deficiency areas.+

Power, whether for public services or for the operation of food processing factories, will depend on coal distribution. At none of the thermal power stations scattered throughout the region is there likely to be anything but an infinitesimal stock of fuel. The main grid supply from the hydro-electric stations in the South and centre will be cut off and at any rate in the early stages of occupation power plants will probably have to be operated on a local and individual basis until such time as an emergency inter-connected system has been set up.

Gas Works, upon which a large proportion of the urban population depend for fuel for cooking, will have no more than current stocks of coal which will be very small, and arrangements for supplying them with combustibles of requisite quality will need to be made, if urban gas supplies are to be maintained. No difficulties in this respect should however arise in F.5 where much of the supply is obtained from pithead collieries.

Wood fuel is used by bakers to a large extent particularly in rural and small urban districts, and although certain quantities of suitable fuel wood are available locally throughout the region collection, transport and distribution on a sufficient scale to deal at all adequately with the household fuel supply as a whole would require a great deal of organisation. There is in these regions no large and accessible forest area which would easily supply large quantities of wood fuel.

4. FOOD PROCESSING INDUSTRIES.

Food-processing industries are present in the different regions to meet all requirements on the scale of feeding envisaged but they will need supplies of fuel and power if they are to be utilised.

(1) [illegible]

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(i) Flour Mills. The flour is milled mainly in small mills scattered throughout the grain-growing areas, though the greatest concentration is to be found in the department of Finistere (F.1). Although this scattering of the milling centres throughout the production areas means that both the grain and the flour have to be transported over smaller distances, it also means that fuel and/or power will have to be provided for each of these separate mills, except in the case of those which are water powered. There are also large modern flour milling plants in many of the principal ports and industrial centres.

+ Although it is not within the scope of this paper to make recommendations, the possibility of supplying Western France with fuel from South Wales against later compensating imports to Southern England from the surplus output of Northern France and Belgium seems worthy of study.

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(2) Canning. Canning is important only in P.1 and in the Paris region. In the latter both raw materials and fuel would have to be imported for the industry to be carried on.

In Brittany there are supplies of fish and vegetables for canning, but fuel as well as vegetable oil would have to be imported. There are tinplate works where sheet can be made, but these would have no stocks of metal or of fuel.

(3) Sugar Factories. Areas P.3, 4, 5 and 6 all lie within the sugar beet belt, and numerous sugar factories are scattered throughout these areas.

During the beet pulling season, a considerable amount of rail and road traffic must be allocated for the transport of beet from fields to the sugar plants if local sugar production is to be relied upon.

The shortness of the season (a matter of six or seven weeks), results in an extremely concentrated demand for rail-wagons, carts and lorries. The hauls are in most cases short but transport on a large scale is necessary. Additional labour for the pulling, cleaning, and shredding of beet, as well as for the handling of sugar, must be provided for.

Fuel consumption in shredding mills, sugar mills, and distilleries is heavy, and must be provided for during the season, which extends for sugar from early October to January and for the distilleries from November to February or March.

(4) Breweries. Should it be considered desirable that production of beer be maintained there are ample breweries situated within the consuming area, but allocation of fuel would be needed, and it would be necessary to see that they received the necessary supplies of barley and hops which would require a certain amount of transport movement as between the regions.

(5) Cider. Cider is consumed in the Western part of the

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(5) Cider. Cider is consumed in the Western part of the area (P.1, P.2, P.3) as the main beverage. It is produced mainly in small plants scattered throughout the regions from the local apple crop. This requires a certain amount of local transport during the harvest season (August - October) but the hauls are short. Fuel would have to be provided if these plants were to continue operating.

The only alcohol for human consumption is produced within the apple belt.

(6) Fishing. A considerable fishing fleet is still operating from the Breton ports and to some extent elsewhere. It has been handicapped by shortage of liquid fuels but the position may have improved by the time of occupation as the conversion of fishing boats to producer gas production is believed to have been undertaken encouragement from Germans (who take a large percentage of the catch for local military victualling). Maintenance of fishing operations is capable of supplementing substantially the rations of coastal districts. Catches would probably be increased if stores of nets and cord could be replenished.

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5. LOCAL FOOD PREFERENCES.

1. Supplies of Wine etc.

The districts of F.2, F.4, F.6 contain a certain number of vineyards, though they are not great producing areas like Bordeaux area, Burgundy and the Rhone valley. Nevertheless the maintenance of the present wine ration (1 litre per week per adult) should be aimed at for psychological reasons as well as for nutritional ones. This is especially the case in the larger urban areas, and particularly in Paris. Shipments from Algeria would be appreciated, could tonnage be allocated.

Also, while there are ample breweries in the area, allocations of barley and hops as well as fuel would need to be made to put them into operation. Beer is consumed particularly in the N.E. industrial area. Elsewhere it would not seriously be missed.

The areas F.1, F.2 and F.3 come within the apple belt, and here cider is extensively consumed. Plants are numerous, but fuel would need to be provided for their operation.

2. Vegetable Supplies.

Except in the closely built urban areas there should be ample supplies of fresh vegetables, and these will to a large extent offset the necessity of importing prepared soup powders or food concentions of this nature, which would not be largely appreciated by the French (except perhaps in the Lille district).

3. Meat Supplies.

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3. Meat Supplies.

Except in the larger urban districts and among butter and milk workers meat has always been a comparatively rare article of diet, and any shortage would be fairly easily borne, especially if bread supplies are adequate and of good quality. The French attach great importance to good bread.

4. Fats.

On the other hand, provision of fats and oil, which are used principally in cooking, would undoubtedly be appreciated as the prolonged absence of fats is one of the main sufferings of the French population.

The fat shortage will occur mainly in the larger urban concentrations, and the good butter-producing areas of Normandy and Brittany will be more adequately supplied.

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II. BELGIUM

1. ADMINISTRATION

In B.1 some difficulty may be encountered among the smaller Flemish communes on account of the language but it will generally be found that the senior officials can speak French. If distribution is arranged through the local authorities, taking the existing communes as units, smooth working should be ensured as one district after another comes under our occupation.

A serious problem is set by the incorporation of the corridor formed by the southern and industrial part of Dutch Limburg in B.2. There is a difference of language, administration, currency and customs while the two districts have normally little or no economic relationship. The Dutch of Limburg are economically and socially bound up with the rest of Holland while their chief product (coal) will be required for consumption in the rest of Holland (B.1 and B.2) and is not required by Belgium which can readily draw its coal requirements from the Belgian coalfields.

2. POPULATION

B.1 is the most densely populated area in the world and includes in its small area the following large urban centres:-

Brussels with suburbs	836,000	inhabitants
Antwerp do.	513,000	do.
Liège do.	270,000	do.
Ghent do.	216,000	do.
Charleroi do.	160,000	do.

There are besides many large semi-industrial communes and the only relatively sparsely populated areas are those of the province of Limburg and the adjoining part of the province of Antwerp.

The total estimated population in 1942 is 7,255,000.

B.2 has a total estimated population of 1,308,500 but of this 517,500 are in that part of Dutch Limburg which has been included in the area. It will therefore be seen that the Dutch Limburg portion is densely populated while the Belgian portion is sparsely populated and spread over a wide agricultural and forest area.

Extra rations will probably have to be given to workers engaged in heavy work and chief among them will be the miners.

In B.1 there are 115,000 to 120,000 miners working in the districts of Limburg, Liège, Charleroi and Mons. In B.2 in Dutch

2. POPULATION

B.1 is the most densely populated area in the world and includes in its small area the following large urban centres:-

Brussels with suburbs	855,000	inhabitants
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Liège do.	270,000	do.
Ghent do.	216,000	do.
Charleroi do.	160,000	do.

There are besides many large semi-industrial communes and the only relatively sparsely populated areas are those of the province of Limburg and the adjoining part of the province of Antwerp.

The total estimated population in 1942 is 7,235,000.

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Extra rations will probably have to be given to workers engaged in heavy work and chief among them will be the miners.

In B.1 there are 115,000 to 120,000 miners working in the districts of Limburg, Liège, Charleroi and Mons. In B.2 in Dutch Limbur , there are about 60,000 miners.

If any part of the heavy metallurgical industry is kept in operation then account must also be taken of the 330,000 workers in this industry in B.1 mostly situated in the Liège and Charleroi areas.

The number of dock labourers who may also require special rations is difficult to estimate. The pre-war figure was about 21,000 and it might be reasonable to allow for about 7,000.

3. TRANSPORT FACILITIES

a) The canal system reaches all the main centres of population and bulk deliveries could be effected by this means. Many of the smaller barges, (300/350 tons) are self-propelled and have mostly been converted to run on coal gas while the larger barges which use the main waterways are mostly of 400 to 600 tons capacity. These, as

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well as the Rhine barges which measure up to 2,000 tons capacity have to be towed. Small sea going vessels can reach the ports of Brussels by the Brussels maritime canal and Liège by the Albert Canal while large sea going vessels can reach Ghent by the Terneuzen Canal.

b) There is a dense net-work of railways covering the whole country and this is supplemented in the outlying districts by narrow gauge lines ('Vicinaux') some of which are electrified. Even the smallest communes are served by one or the other.

c) Metalled roads, which, owing to the reduction in traffic, are reported still to be in good condition, cover the whole country. Motor vehicles are greatly reduced in numbers. About 6,000 are at present running on producer gas and an equal number on other substitute gas, mainly coal gas. Owing to requisitioning, there are not likely to be many laid up petrol burning lorries found in working order.

4. FUEL SUPPLIES

Stocks of coal are very small and are not likely to accumulate. Present production is at the rate of 25 million tons per annum (against a pre-war output of 30 million tons) in Belgium (B.1) and in Dutch Limburg (B.2) production is running at about the rate of 12 to 13 million tons per annum. The Belgian coalfields in B.1 produce a large exportable surplus so that if the mines can be kept in production, there will be enough for local needs plus additional supplies for France or Holland. The Dutch coalfields would be able to supply the whole of Holland and would have in addition a large exportable surplus.

Oil is a deficit but this will not affect to any extent canal or rail transport. All supplies will have to be imported. Small supplies of benzol will be available if the coke-ovens are maintained in operation, but there is little production of alcohol.

5. POWER

The generating stations, with one very minor exception, are all thermal and obtain their coal supplies in the country. In B.1 the grid system is highly developed. The Belgian part of B.2 obtains its limited requirements from B.1. The Dutch Limburg portion of B.2 is supplied by the power station of the coal mines at Lutterade.

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4. COAL SUPPLIES

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Gas for industrial and domestic purposes is supplied in B.1 to the districts of Brussels and Antwerp by a gas grid based on coke-oven gas while the other centres depend on local gas works and coke ovens. In the Dutch Limburg district, the coke-ovens at Lutterade supply the whole of Limburg and most of the province of North Brabant in B.1.

6. CEREALS

It should be borne in mind that the diet of the population normally consists of a much higher proportion of bread and potatoes and a much lower proportion of meat than that of England. At present only about half the pre-war quantity of grain is used for bread production, rations being based on 1,500 calories.

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7. FLOUR MILLS

There are 17 mills with a capacity of at least 1,000 quintals of flour per 24 hours near the main centres of population in B.1. In addition there are many smaller mills all over the country. If the large mills were destroyed the problem of distribution of imported wheat would be greatly increased. Account should also be taken of the present lack of bags for the flour. It would probably be advantageous - at any rate in the early stages of occupation - to envisage the importation to B.1 and B.2 of flour rather than of wheat. This would take less shipping space, ease the problem of distribution and supply of quantity of bags for later needs.

8. MEAT

While the number of head of cattle is reported to be about the same as before the war, the production of meat has been reduced by 40% owing to lack of feeding stuffs. Pig stocks have probably declined by 60%. Before the war pork supplies accounted for 50% of the meat consumed.

9. FATS

Belgium was a large importer of lard from America and oil and oil seeds, particularly from the Congo. Local supplies of animal fats are negligible in comparison with the needs of the population. There are 37 margarine factories, all in B.1, which had a pre-war output of 52,000 tons. These have ample capacity to deal with all necessary imports of raw materials.

10. SUGAR

Beet production and sugar refineries - which are in B.1 mostly in the province of Brabant - are sufficient to provide for the needs of B.1 and B.2. The provision of a sufficient number of railway wagons during the period (October-November) when the crop is gathered is essential.

11. VEGETABLES

Supplies will be ample. B.1 normally has an exportable surplus. The main centre of production is around Malines which supplies the industrial areas and the smaller localities are self-supporting. Part Dutch Limburg (B.2) would be accustomed to draw on B.1 for supplies and special arrangements might be necessary if the district was

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12. FISH

The total catch in 1938 was 39,000 tons. It is reported that in 1942 supplies fell to a quarter of those of pre-war. There are believed to be about 180 fishing boats now operating and these could be augmented by the repatriation of the Belgian boats now based on the South-West of England and Wales. About 250 Belgian fishing boats came to England; of these, about half were converted to naval use, but about 125 are still operating as fishing boats. The average pre-war number was 500. Belgian fishing boats are suffering from a lack of sail cloth and ropes. The extent to which supplies of fish can be counted upon will depend on the security the fishing boats have for their operations in the North Sea. Distribution of fish should probably only be counted upon for the northern part of B.1 (Antwerp and Brussels).

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13. CANNING FACTORIES

These are all in B.1. At Louvain are large meat and vegetable canners, at Aalst and Ypres are meat canners and there are fish canners at Ostend. The present production of these factories is all taken for Germany and if it is required to operate them, then supplies of tin plate would have to be imported. There is however, a factory in the Liège area capable of producing tin-plate.

14. BREWERIES

The Belgians are the largest consumers of beer in the world and any increase in the present very limited supplies would have a great moral effect on the population. To this end, imports of hops, barley and low grade rice (which latter commodity is used by Belgian brewers) would be necessary. The breweries are situated all over the country. Imports of wine need not be considered.

15. COLD STORAGE PLANTS

The main refrigerating plants are all in B.1. Antwerp has 1 plant with a capacity of 5,000 tons and several smaller plants with a total capacity of 2,500 tons. In Brussels there is storage capacity of 4,000 tons, in Ostend of 3,000 tons, Liège 1,300 tons. There are several small plants in the Hainaut province. There is no cold storage in B.2.

16. FERTILISERS

Measures to restore supplies of fertilisers might repay consideration at a later date. One of the primary requirements would be supplies of raw phosphates and pyrites for the production of sulphuric acid used in the manufacture of superphosphates and sulphate of ammonia fertilisers. With the stoppage of exports of basic slag to Germany additional supplies of this fertiliser would become available provided always that steel production is maintained. But steel production could not be maintained for any length of time without the maintenance of iron ore supplies of which the principal sources for the Belgian steel industry are the Briey basin in France or alternatively Luxemburg. The country has adequate fixation capacity for the manufacture of nitrogenous fertilisers, the output of which would however be increased by access to additional supplies of sulphuric acid.

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III. NETHERLANDS

1. ADMINISTRATION

In the larger towns of N.1 and N.2 it is almost certain that the senior officials will understand English and that a competent and cooperative local administration will emerge more easily and rapidly than in most of the other regions under consideration. It should therefore be possible to expect considerable cooperation in the distribution of supplies from local authorities in each commune; in the areas of Amsterdam, Rotterdam and the Hague it would be advisable to deal with the chief burgomasters of the region and include the suburban communes with the town.

Although the southern and industrial region of the province of Limburg has been included in N.2, it will probably be found necessary to make up its deficiencies from N.1 with which it has its main communications.

2. POPULATION

In contrast to France and Belgium, all the more important industrial centres in Holland are situated in the coastal belt (N.1) in the two provinces of North and South Holland. Although certain areas in these provinces have been declared as restricted zones, no large scale evacuation of the population is possible. On the other hand, the coastal area between the mouths of the Maas and the Scheldt have been declared as protected areas and evacuation of a large part of the population has been effected; the numbers involved are, however, small.

In N.1 the main centres of population are:

Amsterdam (and suburbs)	794,000
Rotterdam do.	612,000
The Hague	495,000
Utrecht	164,000
Haarlem	136,000
Eindhoven	111,000
Tilburg	95,000

In N.2 are:

Groningen	120,000
Nijmegen	94,000
Enschede	90,000

2. POPULATION

In contrast to France and Belgium, all the more important industrial centres in Holland are situated in the coastal belt (H.1) in the two provinces of North and South Holland. Although certain areas in these provinces have been declared as restricted areas, a large scale evacuation of the population is possible. On the other hand, the coastal area between the mouths of the Maas and the Scheldt have been declared as protected areas and evacuation of a large part of the population has been effected; the numbers involved are, however, small.

In H.1 the main centres of population are:

Amsterdam (and suburbs)	754,000
Rotterdam do.	612,000
The Hague	495,000
Utrecht	164,000
Haarlem	158,000
Eindhoven	111,000
Tilburg	95,000

In H.2 are:

Groningen	120,000
Nijmegen	94,000
Enschede	90,000

There will not likely to any necessity to allow for extra rations for any large number of heavy workers in either area. In H.1 there are about 180,000 workers engaged in the metal, shipbuilding and engineering industries but it is not likely that, in the early stages of occupation, many of these will carry on their work.

Railway workers for the whole country total 61,000 and allowance may be made for about 10,000 dock labourers in H.1.

3. TRANSPORT FACILITIES

(a) Canals. Some 80% of the normal traffic goes by water. The danger of the interruption of traffic on the main waterways by destruction of locks does not apply to such an extent in Holland as it does in Belgium or Northern France. The two main waterways from Rotterdam to the Rhine via Arnhem and via Nijmegen are free of locks. On the other hand there are 2 oks at Amsterdam and on the route to the Scheldt the destruction of which would interfere with or stop

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traffic. About 6,000 small barges up to 350 tons are propelled by motors and it is reported that most of these have been converted to run on coal gas. 3,500 small barges are towed by rail. There are about 900 large barges ranging from 3,000 tons capacity which are not self-propelling. The number of barges were destroyed it is probable that there will remain for storage an internal distribution system considerable possibilities of direct transhipment at the principal ports. It is not possible to estimate the water tonnage will be available but out of a pre-war total of 19,280 vessels (total capacity of 3,846,622 tons), the proportion is likely to remain despite the losses of 1,700 (of 1,700), the transfer of some of the fleet to other conversions of barges to invasion craft.

The ports of Rotterdam and Amsterdam have a very large capacity and dock-handling vessels can reach the port of Rotterdam and in a good county for distribution.

(b) Railways. An effective railway system connects all the main towns. Part of the system is electrified. The system is operated by a number of narrow gauge lines but, in general, rail communication in Holland are not as much developed as in Belgium. There are no tunnels. Valuable points are not available for much heavy traffic to other crossings only - one or two on each route.

(c) Road Transport. In U.K. the main centres are connected by good arterial roads and over the whole country they have of asphalted roads although in the northern part of U.S. narrow and are not suitable for much heavy traffic.

Shortly after the occupation the German requisitioned about 70% of the existing Dutch vehicles, and therefore it is known that there are comparatively few new operative. The number of gas vehicles operating on producer gas is estimated at 15,000 in December 1942. They operate on coal, gas peat. Any number of land up vehicles is not likely to be found.

In the transport situation as a whole, however, the future is the very highly developed system of waterways. The large fleet of all sizes of barges for its operation.

4. AIR SUPPLIES

U.S and U.K both depend normally on Dutch railways though there were considerable supply of the essential

from this source, there

The system is augmented by a number of narrow gauge lines but, in general, rail communications in Holland are not as much developed as in Belgium. There are no tunnels. Vulnerable points are limited to river crossings only - one or two on each route.

(c) Road Transport. In H.1 the main centres are connected by good arterial roads and over the whole country there is a good system of metalled roads although in the Northern part of H.2 they are narrow and are not suitable for much heavy traffic.

Shortly after the occupation the Germans requisitioned about 70% of the existing Dutch vehicles, and therefore it is known that there are comparatively few now operating. The number of producer gas vehicles operating on producer gas is estimated as being about 15,000 in December 1942. They operate on coal, gas peat and wood. Any number of laid up vehicles is not likely to be found.

In the transport situation as a whole, however, the outstanding feature is the very highly developed system of waterways and the large fleet of all sizes of barges for its operation.

4. FUEL SUPPLIES

H.1 and H.2 both depend normally on Dutch Limburg for coal (H.2) though there were some imports from Britain before the war for the supply of the coastal region. If supplies should not be available from this source, there are possibilities of supplying Holland by inland waterway from the surplus production of Belgium (H.1). No oil is produced in the country and although there is a vast oil storage capacity at the main ports, it cannot be reckoned that stocks of any importance will be found.

5. POWER

The electrical grid system is not highly developed in Holland, most of the principal consumption centres being dependent on their own isolated generating station. The interruption of supplies from any of the main power stations would therefore have a serious effect on electricity supplies. Special importance attaches to the power stations supplying the coastal belt in both H.1 and H.2 where the generating stations supply current to large number of pumping stations the stoppage of whose operations would cause large parts of the country to be inundated, with disastrous effects both to communications and to food production. The provision of coal for these stations is therefore a matter of considerable importance.

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6. CEREALS

As in France and Belgium, though to a lesser extent, the normal diet of the population consists of bread, potatoes and meat. The consumption of bread in England is one of the highest in Europe - 150,000 tons per annum. The pre-war import of wheat was about 650,000 tons per annum.

7. FLOUR MILLS

There are 19 large mills, 6 of which are in South Holland and 5 in North Holland in N.1. Although there is a large number of small mills spread over the whole of N.1 and N.2 the daily output of the big mills in N.1 would be a very serious handicap if steps of coal are not likely to be found at the mills. There will be a shortage of bran in the Belgium, it is to be suggested that the import of flour rather than wheat should be carried out in the early stages of occupation.

8. MEAT

The number of head of cattle in all N.W. pre-war France are ample to last the population, before the war there was an import of live cattle from Ireland. There is a vast old stock capacity in N.1 and N.2 and the factories, nearly in N. Import of all kinds of oil could easily be handled.

9. FATS

Local production of animal fats normally does little to supply the needs of the population, before the war there was an import of live cattle from Ireland. There is a vast old stock capacity in N.1 and N.2 and the factories, nearly in N. Import of all kinds of oil could easily be handled.

10. SUGAR

Sugar production in both N.1 and N.2 is handled by the area of production and provides the necessary transport. Stocks can be provided at the critical period of the year (October - November) for the collection of the sugar beet crop. The factories for respective needs. The quantities of the supply of beet for distribution of the sugar should not be overlooked.

11. VEGETABLES

Supplies are ample. N.1 will be called upon to supply the needs of the Dutch part of N.W.

The number of head of cattle is below pre-war figures, and owing to lack of feeding stuffs, their weight is much below normal.

9. FATS

Local production of animal fats normally does little to supply the needs of the population. Before the war there was an important import of lard from America. There is a vast oil seed crushing capacity in N.1 and 15 margarine factories, mostly in N.1. Any imports of oil seeds or oil could easily be handled.

10. SUGAR

Beet production in both N.1 and N.2 is handled by factories in the areas of production and, provided the necessary transport and labour can be provided at the critical period of the year (October - November) for the collection of the sugar-beet should be sufficient for respective needs. The question of the supply of bags for the distribution of the sugar should not be overlooked.

11. VEGETABLES

Supplies are ample. N.1 will be called upon to supply the needs of the Dutch part of N.2.

12. POTATOES

The Dutch are very large consumers and production has been increased since the war.

13. FISH

As far as is known at present, there are 150 to 180 boats now operating against a pre-war total of 935. Those now operating are reported to be suffering from a shortage of ropes. There are only 15 Dutch fishing boats in England. The total pre-war catch was about 240,000 tons. No reliable figures are available of the present catch and it seems likely that little account could be taken of the fish supplies available in the early stages of an occupation.

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14. BREWERIES

There are 114 breweries in Holland, mostly small. The Dutch are large beer drinkers and if supplies of hops, barley and rice could be made available it would have a high priority. Other supplies are not required.

15. COLD STORAGE

There are 4 large cold stores in H.1.

1 at Amsterdam	capacity	5,000 tons
2 at Rotterdam	do.	1,200 and 800 tons
1 at Hook of Holland	do.	1,000 tons

16. FERTILISERS

There is at present an acute shortage of nitrogenous and phosphatic fertilisers, which may have an increasing effect on agricultural output. Occupation will cut off sources of potash fertilisers of which only a very small quantity (it Bergen-op-Zoom- H.1) as a by-product. Present nitrogenous fertilisers are obtained by imports from Norway and in part from Dutch Limburg (H.2); the latter may be cut off as well as the former. The manufacture of nitrogenous fertilisers (sulphate of ammonia) by the works at Ijmuiden, North Holland and Sluiskil Sluiskil, (both in H.1) is at present hampered by lack of imported pyrites for the manufacture of sulphuric acid. Supplies of raw phosphates and pyrites to the superphosphate works in H.1 would also be necessary for the restoration of an adequate production of phosphate fertilisers. Production of basic slag in Holland is limited to the output of the United Steel Works.

APPENDIX I.

ESTIMATED AGRICULTURAL PRODUCTION IN 1942/43

TABLE I.

Estimated Agricultural Production in the Netherlands in 1942/43

000 metric tons

	Region #1	Region #2
Wheat	260	160
Rye	120	270
Potatoes	1,350	1,350
Sugar (refined)	135	55
Beef and Veal	65	79
Pork	23	24
Total meat	88	102
Milk	1,280	1,470
of which condensed liquid	250	280
Butter	33	38

TABLE II.

Estimated Agricultural Production in Belgium in 1942/43

000 metric tons

	Region #1	Region #2
Wheat	400	100
Rye	280	70
Potatoes	3,100	600
Sugar (refined)	153	32
Beef and Veal	95	30
Pork	40	15
Total meat	135	45

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Beef and Veal	85	78
Pork	23	24
Total meat	88	102
Milk	1,250	1,470
of which consumed liquid	250	200
Butter	33	38

TABLE II.

Estimated Agricultural Production in Bolivia in 1942/43

000 metric tons

	Region #1	Region #2
Wheat	400	100
Rye	280	70
Potatoes	3,100	600
Sugar (refined)	153	32
Beef and Veal	95	50
Pork	40	15
Total meat	135	65
Milk	1,200	400
of which consumed liquid	300	100
Butter	33	10

TABLE III.

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TABLE III

Estimated Agricultural Production in Northern France 1942/43

000 metric tons

	Region P1	Region P2	Region P3	Region P4	Region P5	Region P6
Wheat	420	220	560	1,100	500	270
Rye	58	7	17	50	18	17
Potatoes	1,700	380	420	1,000	960	330
Sugar (refined)	NIL	NIL	152	150	180	65
Beef and Veal	70	52	40	50	25	14
Pork	46	18	14	18	22	6
Total meat	116	70	54	68	47	20
Milk	1,330	800	600	350	450	230
of which consumed liquid	400	230	180	250	130	70
Butter	21	13	10	14	7	4

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APPENDIX II.

SCALE OF FOOD ALLOWANCES

I. Allowances for Paris and Lille.

	Grammes per head per day (oz. in brackets)		Kg. per head per year (lb. in brackets)	
Flour (85% milling) or	330	(12)	120	(264)
Grain	390	(14)	142	(312)
Lard	30	(1)	11	(24)
Sugar	30	(1)	11	(24)
Pulses	8	(¼)	3.0	(6.6)
Cheese	10	(1/3)	3.7	(8.2)
Meat & fish (tinned)	40	(1½)	14.6	(32)
Coffee	10	(1/3)	3.7	(8.2)

Calories per day 1,700

II. Scale of Allowances for Supplementing Domestic Food Supplies.

1. Fats supplies to non-agricultural population brought up to 11 kg. per head per year.

2. Meat supplies to non-agricultural population brought up to 25 kg. per head per year (carcase meat).

3. Sugar supplies to non-agricultural population brought up to 20 kg. per head per year.

4. Allowances of 1.5 kg. pulses, and for Belgium only, 2 kg. cheese per head of non-agricultural population per year.

5. Balance of deficit on 2,000 calorie level made up by grain.

6. Coffee allowance - 3 kg. per head of total population per year.

III. Milk Allowance

Coffee 10 (1/3) 3.7 (0.2)

Calories per day 1,700

II. Scale of Allowances for Supplementing Domestic Food Supplies.

1. Fats supplies to non-agricultural population brought up to 11 kg. per head per year.

2. Meat supplies to non-agricultural population brought up to 25 kg. per head per year (carcase meat).

3. Sugar supplies to non-agricultural population brought up to 20 kg. per head per year.

4. Allowances of 1.5 kg. pulses, and for Belgium only, 2 kg. cheese per head of non-agricultural population per year.

5. Balance of deficit on 2,000 calorie level made up by grain.

6. Coffee allowance - 3 kg. per head of total population per year.

III. Milk Allowance

An allowance of condensed or dried milk equivalent to 1 litre (nearly 1 pint) fresh milk per head daily for children under 5 years and pregnant and nursing mothers in urban areas.

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APPENDIX III

ESTIMATED POPULATIONS

	Total	Producers	Non-producers	Rural	Urban
			(Millions)		
Metro-Canada					
M1	5.3	0.7	4.6	2.2	3.1
M2	2.5	0.8	1.7	1.9	.6
Belgium					
B1	7.2	1.3	6.0	2.9	4.3
B2	1.3	0.3	1.0	1.1	0.2
France					
F1	2.0	1.4	0.6	1.8	0.2
F2	1.2	0.8	0.4	1.0	0.2
F3	2.2	0.7	1.5	1.8	0.4
F4	3.2	0.8	2.4	2.1	1.1
F5	1.9	0.6	1.3	1.1	0.8
F6	0.9	0.3	0.6	0.8	0.1
Paris	4.4	NIL	4.4	NIL	4.4
Lille area	0.8	NIL	0.8	NIL	0.8

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APPENDIX IV.

CALORIE INTAKE PER HEAD OF POPULATION
(Calories per head per day)

	Pre-war	1942		
	Total population	Total population	Rural	Urban
Netherlands	2,900	2,050	2,550	2,000
Belgium	2,700	1,700	2,300	1,300
France	2,600	2,050	2,550	1,550

16 Mar 43
JH

C1/2/79

CIVIL AFFAIRS STAFF COURSE

Supply of Foodstuffs and Control of Supplies.

Outline of Lecture.

SECTION I. NOTES

1. Source of supply of foodstuffs two-fold:

(a) Home production

(b) Imports (see Section II)

Great variations between different countries in contribution of home production to total food needs (contrast U.K. and U.S..) Europe more self-sufficing than U.K. Large pre-war imports of feedingstuffs for later export as livestock products (e.g. Holland and Denmark). Equal range of variations within each country - movement of food from country to town.

2. Home Production.

Contrast between war and peace. Over production staple foods before war in relation to income of consumers but not in relation to their real needs. Self-sufficiency progression. Great development of U.K. home production since war began in order to save shipping space.

Problems of control of home production more difficult than control of imports; two major problems -

(a) make farmers grow the right crops. Price incentive - directions to sow certain crops. Problem of compulsion;

(b) get crops off the farm.

Problem (b) especially acute in Europe where food shortage general. Problem of compulsion. Farmer in U.K. told what he cannot do with his crops - e.g. millable wheat must not be fed to livestock - no slaughter of livestock except through licensed slaughter-houses. Except for eggs and feeding grain to livestock U.K. farmer has every incentive to sell produce through proper

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food from country.

6. Home Production.

Contrast between war-and peace. Over production staple foods before war in relation to income of consumers but not in relation to their real needs. Self-sufficiency programme. Great development of U.K. home production since war began in order to save shipping space.

Problems of control of home production more difficult than control of imports: two major problems -

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(b) get crops off the farm.

Problem (b) especially acute in Europe where food shortage general. Problem of compulsion. Farmer in U.K. told what he cannot do with his crops - e.g. millable wheat must not be fed to livestock - no slaughter of livestock except through licensed slaughter-houses. Except for eggs and feeding grain to livestock U.K. farmer has every incentive to sell produce through proper channels. Problem more acute in Europe where the overall shortage of food makes it very profitable for farmer to hold back bulk of his production or sell it illegally.

SECTION II

1. Problem of Import Planning in its broadest aspect deals not only with imports from overseas but also with overland-problems is essentially one of moving food from surplus to deficiency areas. /This will be one of major problems of re-occupied Europe./

2. Import Planning deals not only with determination of required level of imports of food of any area, but also with all the problems connected in arranging the flow of the right kinds of foodstuffs to the proper destination over a certain period.

1.

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This raises questions of Supply Shipping and International Co-ordination.

3. Required level of imports - "Scrounging".

Simplest form:

Required Import = Minimum needs of Population minus Home Production

4. Development of Import Planning in the U.K. - description of its present working -

(i) Early period. "Knocking down" process, i.e. pre-war imports less non essentials (e.g. bananas citrus fruit, tinned fruit)

(ii) After Nazis overran Europe and U-boat campaign increased we had to revise direction of Import Planning to take account of loss of near sources of supply (e.g. Holland and Denmark), longer hauls resulting from closing of Mediterranean and consequent growing shipping shortage. Paramount need to make smallest claim upon shipping. We now plan our imports in the fullest sense on the "building up" formula set out in 3 above, i.e.

R.I. = M.N. - H.P.

(a) Minimum needs of population.
Scientific Advisers Department - nutritional needs of population to maintain health and industrial output. Factor of monotony - variety of diet.

(b) Home Production. See Section I.

(c) Required Imports. Problem is to secure level of imports with smallest possible claim upon shipping space.

(i) Most economical shipping haul. Switch in U.K. imports to nearest sources of supply (e.g. cereals). Effect of military operations on most economic haul - returning military vessels - feeding Middle East.

(ii) Concentration of imported foods. Aim at highest food value per ton of shipping space - squeeze out water. Dehydration - de-boning of meat.

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(iii) Special problem of animal feedingstuffs - Maltese goats.

Our resultant import programme is analysed by commodities and sources of supply.

Purchasing machinery - bulk purchases - long term contracts. Position of London international food trade. Ministry as sole importer and buyer. Elimination of private trade - need to avoid competition - vital need to fill ships and implement import programme. Importance of single right control over supplies.

5. Import Planning in other Countries.

Malta: Working out the formula - switching home production livestock slaughter.

2.

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North Africa: Special problem of securing supplies off farms - hoarding by natives. "Screening" of import requirements - pre-war imports - war-time imports - current rations.

6. Problems of Supply.

Growing world shortages of certain key foodstuffs due to:

(i) Decreased production -

(a) Enemy action - occupation of important producing areas (e.g. Holland, Denmark, Burma, Far East.)

(b) Natural and war causes - drought in Africa - fall in native production - hoarding - fear of money, - fear of starvation.

(ii) Increased demand -

(a) Large military consumption (e.g. canned corned beef)

(b) Demands for concentrated foods (e.g. dried milk).

(iii) Foreign exchange problems. Lend-Lease.

7. Shortage of ships.

(a) Operational needs (e.g. North Africa).

(b) Sinkings - U-boat campaign.

(c) Longer hauls - closing Mediterranean.

8. International Co-ordination.

Import Planning on an international scale was limited until scarcity of supplies and ships became acute and U.S.A. came into war. Very rapid progress of international co-ordination over past 12 months. Formation of Combined U.K.-U.S. Boards for munitions, raw materials, finished goods and foodstuffs. Formation of Combined Food Board.

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Idea of co-ordination not new - Food (Defence Plans) Department proposals - developments up to fall of France. Gradual realisation that planning of civilian supplies on international scale just as important as planning military operations. Object of Combined Food Board. -

(a) Pooling Food supplies of U.K. and U.S.

(b) Collaboration with other United Nations on most efficient use of their food resources.

Two lines of activities:-

1. Allocation of foodstuffs in short supply - United Nations balance sheet of supply and demand.

3.

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5. Economy in use of ocean going tonnage for food movements so as to release maximum shipping for military purposes.
Import programmes for all United Nations.

Result: Growing U.S.A./U.K. control over world foodstuffs.
Central organisation for directing supplies to where they are most needed.

9. Conclusions.

(a) We have built up long experiences in dealing with food import requirements. This experience is being and will be used for the problem of feeding re-occupied Europe.

(b) An international mechanism exists for controlling key world food supplies and directing them to where they are most needed.

(c) The shortage of supplies and ships makes it essential to submit all import programmes to the most vigorous inspection and to ensure that the fullest use is made of home production.

(d) This inspection or screening of import requirements must be carried out along the whole chain of supply - it is as much the job of the man on the spot as of the H.W. staff in the rear. Indeed, man on the spot alone can properly "screen" the demands which he passes back to H. .

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Ministry of Food,
Colwyn Bay.

March 1943.

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CIVIL AFFAIRS STAFF COLLEGE

NUTRITION

Outline of Lecture

Notes

1. Enough to eat (Calories)

In order to live and work at all, an individual must have enough to eat. Food value, as reflected in energy production, is measured in calories. The daily requirement of a moderately active man is 3,000 calories; a sedentary man needs less (2,500) and an active man more (3,500). The calorific value of a few foods are given below:-

	Calories per oz
Fats	253
Sugar	108
Flour	91
Bread	70
Potatoes	16

2. Meat and milk (Proteins)

The muscles of the body are composed of protein. It is protein, also, which gives the blood its "thickness". Starving people who try to live on large quantities of soup of poor nutritive value may die from shortage of protein. White flour, sugar and rice are lacking in protein. Although flour of high extraction, soya, peas and beans contain it, a proportion from animal sources is important in the diet, particularly in the case of children, adolescents and pregnant and lactating women. About 35 grms of animal protein are needed daily by a normal individual.

	Protein g. per oz

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Fats	255
Sugar	108
Flour	91
Bread	70
Potatoes	16

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	Protein g. per oz
Dried Skimmed Milk	10
Cheese	7
Meat	4
Fish	4

3. Dietary minerals

When food is scarce, the diet may become short of calcium and iron. Milk, cheese, dried and condensed milk are the best sources of calcium. The foods richest in iron are liver, eggs, and meat, but cereals of high extraction will probably supply sufficient for the body's needs.

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Notes

4. Vitamin A

This is provided by liver, butter, milk and eggs, and by carrots and green vegetables that are really green. Town people are very likely to be short of vitamin A.

5. Vitamin B

The term "vitamin "B" comprises a number of substances. Since most of them are present in high-extraction cereals, deficiencies are unlikely among underfed people.

6. Vitamin C.

This vitamin is present in fresh vegetables and fruit. It is not contained in dried peas and beans, or in dried fruit. Deficiency can easily occur because vitamin C is lost in cooking and particularly when cooked foods are kept hot.

7. Vitamin D.

Prevents rickets in children. Vitamin D is found in milk, butter and eggs.

8. Balancing the diet

When food is scarce, it may easily happen that, although there is not enough to eat, nevertheless the diet remains perfectly balanced. Whole grain, what there is of it, will be used and thus supply protein, iron and B-vitamins. Vegetables of all sorts, even grass perhaps, will be consumed and thus provide vitamins A and C. Hunger is primarily a shortage of calories. Next in importance will probably be lack of animal protein.

Hungry people do not want [illegible] they need food. But if

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Hungry people do not want "vitamins" - they need food. But if the extra food brought to them is "unbalanced", they may, by the very fact of receiving more food, develop deficiency diseases. Sugar or white flour, which although high in calories is lacking in B-vitamins, could produce beri-beri in a half-starved but otherwise well man. Then pure vitamins might be needed indeed.

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The diet available in Britain today can be taken as a reasonable example of good nutritive "balance". Calories are mostly provided by high extraction flour and potatoes; enough animal protein is supplied from the fairly small allowances of meat, cheese and milk; minerals come from fortified flour, milk products and some meat; vitamin A from vegetables, milk, butter and margarine; B-vitamins from high extraction flour; vitamin C from vegetables.

No single food by itself provides a balanced diet. It is the judicious combination of cereals, milk products, meat, fat and vegetables which supplies the nutritional constituents needed for healthy activity.

Ministry of Food,
Colwyn Bay Hotel,
Colwyn Bay.

Notes

CIVIL AFFAIRS STAFF COLLEGE

CN/T/56

RATIONING

I. GENERAL

NOTES

1. "Fair share" of foods in short supply.

2. Ration uniform in character - price controlled (e.g. tea, margarine, meat, jam).

3. Coupon must be honoured.

4. Other basic considerations:

(a) Public opinion,

(b) Workers representatives T.U.C.,

(c) Nutritional needs - Scientific Adviser, Special Diets Advisory Committee, Ministry of Health.

(d) Other Government Departments.

(e) Trade bodies - retailer, wholesaler, caterer.

5. Differential rations:- children, expectant mothers, invalids, seamen, other workers.

6. Restaurant and canteen meals.

II. CONSUMER RATIONING - INDIVIDUALS

7. Information - Orders, publicity.

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(b) Workers representatives [illegible],

(c) Nutritional needs - Scientific Adviser, Special Diets Advisory Committee, Ministry of Health.

(d) Other Government Departments.

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5. Differential rations:- children, expectant mothers, invalids, seamen, other workers.

6. Restaurant and canteen meals.

II. CONSUMER RATIONING - INDIVIDUALS

7. Information - Orders, publicity.

8. Tendency to take up ration (N.B. cheese and dried eggs).

9. Ration documents:

(a) Ration book (Coupons, counterfoils, R.G. 12A, reference leaf).

(b) Temporary cards (N.B. travellers)

1.

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10. Shopping - four week period.

11. Straight rations:-
registration, tea, soup.

12. Points:-
free choice within group.

13. Special rations (B.O. 45).

III. CONSUMER RATIONING - CATERING, ETC.

14. Policy - encouragement of group feeding, importance of mid-day meal. Catering take up approximately 10% of whole.

15. Quantities equivalent to consumer rations - pari passu.
N.B. Category A and B canteens.

16. Quantities based on statement of meals served - 28 meals (14 main, 7 breakfasts, 7 subsidiary or tea), 35 hot beverages equivalent to consumer.

17. Control:

(a) Permits.

(b) Returns.

18. Surrender of ration books of residents to obviate double supply - 5 night rule.

NOTES

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19. Institutions - bulk authorities based on residents.

20. Special authorities (groups), e.g. tea clubs, weddings, harvest workers.

IV. DISTRIBUTION

21. Retailers:-

(a) Information, S.R.O., Trade papers.

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(b) Records, e.g. of registered customers

(c) Contact with public - coupons, cut or cancelled.

(d) Control:-

(i) Permits and vouchers (N.B. Continuing permits)

(ii) Returns.

Basis of permits and returns, 8 week period.

22. Wholesalers:- Permits to supply and obtain. No return called for as yet.

V. FOOD OFFICE OPERATIONS

23. Writing up and issue of ration books.

24. General re-registration (now abandoned).

25. Removals (cancelling registrations, and re-registering).

26. Notifications to retailers (N.B. Divisional printing).

27. Calculating and issuing permits (normally based on registered customers and caterers needs).

30. Examining returns from traders.

NOTES

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and obtain. No return called for as yet.

V. FOOD OFFICE OPERATIONS

23. Writing up and issue of ration books.

24. General re-registration (now abandoned).

25. Removals (cancelling registrations, and re-registering).

26. Notifications to retailers (M.P. Divisional printing).

27. Calculating and issuing permits (normally based on registered customers and caterers needs).

28. Examining returns from traders.

29. Providing statistics.

30. Dealing with all problems brought by public and traders.

VI. DIVISIONAL OFFICE

31. Responsible for seeing that local office efficient. No discretion on rationing matters.

3.

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NOTES

VII. HEADQUARTERS RATIONING DIVISION

32. (a) Policy - advise and maintain coherence.

(b) Advise on practicability of any proposal and repercussions.

(c) Evolve machinery and instructions.

(d) Public correspondence, Minister's cases, Parliamentary questions.

33. Commodity Divisions are responsible for supply and distribution down to wholesaler/retailer (based on the permits emanating from the Food Office). Rationing Division and the local Food Office responsible for seeing that consumers get their dues and that the permits are in order to bring this about, also for co-ordinating all the Commodities - Rationing is one entity and not a series of independent Commodity Rations.

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CIVIL AFFAIRS STAFF COLLEGE

ADMINISTRATIVE ORGANISATION OF FOOD CONTROL

Scope of Lecture

The subject could be held to include practically every activity of the Ministry of Food seeing that the organisation of Food Control starts in the remotest parts of the world. The lecture is limited to a consideration of Food Control from the retailer downwards, since the other activities are covered in other lectures.

General Organisation

Broadly speaking 2/3rds of the staff of the Ministry are concerned with the activities under consideration. The Provincial organisation is based on 10 Divisional Food Offices throughout Great Britain and Northern Ireland and some 1,350 Local Food Offices. There are also about 1,600 Local Food Control Committees in existence appointed by Local Authorities, but there is no need to refer to their functions other than that they were appointed to look after consumers interests in the locality.

Headquarters Organisation

The following Divisions are intimately connected with Food Control:-

Rationing

Points Rationing

Catering

Retail Licensing

Divisional & Local Organisation
(mainly concerned with personnel control)

Divisional Organisation

consumers interests in the locality.

Headquarters Organisation

The following Divisions are intimately connected with Food Control:-

Rationing

Points Rationing

Catering

Retail Licensing

Divisional & Local Organisation
(mainly concerned with personnel control)

Divisional Organisation

The Divisional Food Organisation in common with the Local Organisation is based, to a large extent, on that set up during the last war. The areas of the former conform to the Regional Commissioners Areas except that in some cases two or more Divisional Food Areas constitute a Regional Area (e.g. East Anglia, Wales and Scotland).

The Divisional Food Office is in the charge of a very senior officer who, in the event of communications being severed following invasion, would be capable of acting as the Minister of Food for his area under the Regional Commissioner. He is sustained by a number of responsible officers who are in charge of particular activities. The more important are detailed below:-

Supply and Distribution

Rationing

Manpower (Food Trades)

/over

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Transport

Warehousing and Fire Prevention

Wartime Meals

Enforcement

Infestation and Rodent Control

Establishment and Accounts

Emergency Statistics.

The total staffs employed are in the region of 3,000.

Local Food Organisation

The unit of control is, the Local Authority area, i.e. the town or district area, or in Scotland, the large burgh or the county burgh. In some cases areas have been combined to form joint food areas. Some 37,000 staff are employed in these offices which vary in size from Birmingham with a staff of 450 to remote rural areas employing as few as 2 or 3 clerks.

The main functions of a Food Office are as follows:-

(a) Contacts with the Public.

I. The issue of Ration Books and Emergency Cards, and Clothing Books on behalf of the Board or Trade.

II. Arrangements following removal of consumers and the work in connection with cheap or free National Milk and Vitamins.

(b) Retail Food Trade.

I. The issue of licences to trade which are granted by Food Control Committees.

II. The issue of permits to retailers based on the number of registered customers.

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Local Food Organisation

The unit of control is, the Local Authority area, i.e. the town or district area, or in Scotland, the large burgh or the county burgh. In some cases areas have been combined to form joint food areas. Some 27,000 staff are employed in these offices which vary in size from Birmingham with a staff of 460 to remote rural areas employing as few as 3 or 4 clerks.

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I. The issue of Ration Books and Emergency Cards, and Clothing Books on behalf of the Board of Trade.

II. Arrangements following removal of consumers and the work in connection with cheap or free National Milk and Vitamins.

(b) Retail Food Trade.

I. The issue of licences to trade which are granted by Food Control Committees.

II. The issue of permits to retailers based on the number of registered customers.

(c) Catering Establishments.

The issue of licences and permits.

(d) Enforcement.

Enforcement of the Minister's orders when this is carried out locally rather than divisionally.

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MINISTRY OF FOOD

ORGANISATION OF A TYPICAL LOCAL FOOD OFFICE IN A TOWN OF 40,000 to 50,000

GRADE & SALARY				
F.E.O. £75 Honorarium			1	
CHIEF ASSISTANT £375			1	
ASSISTANT £325		1		- 1
DIVISION OF WORK	Retailers etc.	Catering Estabs. etc.	Points Rationing	Welfare (Foods)
TEMPORARY CLERKS				
Grade I	-	-	-	-
" II	1	2	1	1
" III	4	4	2	3
SHORTHAND TYPISTS & TYPISTS			2	

NOTES

1. In some areas, instead of the honorarium F.E.O. (Town Clerk) together with Chief Assistant, th Assistant. For an area of this size such a full time F.E.O. would be paid a salary of £400.

2. The honoraria for F.E.Os and the salaries for F.E.Os, Chief Assistants and Assistants, and the resident population of the area they administer. If necessary an area of the size given in th exceptional cases, five Assistants.

3. In larger Offices where there are larger blocks of work to supervise, Grade I Clerks would be

4. No fixed "establishment" of Clerks and Typists has been laid down. These are employed as requ possible economy.

5. Some Offices also employ one or more Messengers and occasionally a Night-watchman, and Cleaner

6. The particular division of work as between the Assistants varies in different Offices.

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MINISTRY OF FOOD

TYPICAL LOCAL FOOD OFFICE IN A TOWN OF 40,000 to 50,000 RESIDENTS

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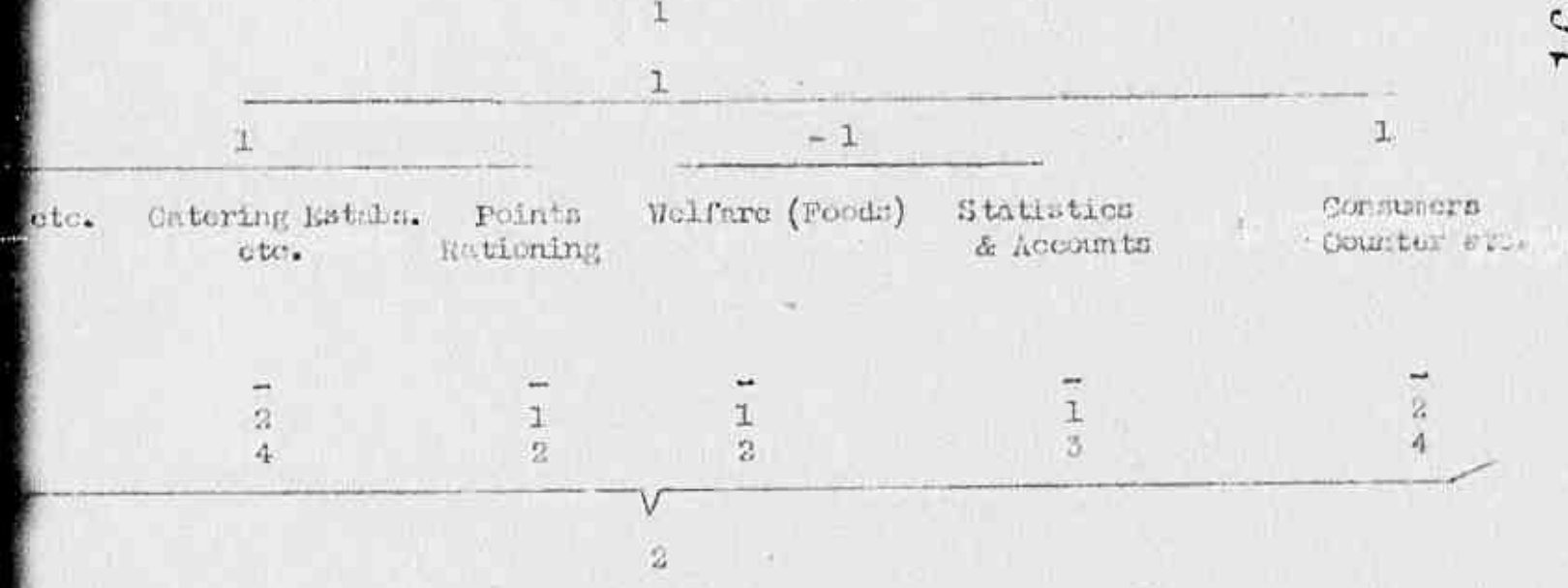

F.E.O. (Town Clerk) together with Chief Assistant, there is a full time F.E.O. with no Chief
a full time F.E.O. would be paid a salary of £400.

s for F.E.Os, Chief Assistants and Assistants, and the number of Assistants vary according to the
inister. If necessary an area of the size given in the example might have four, or in quite

blocks of work to supervise, Grade I Clerks would be employed in addition.

ypists has been laid down. These are employed as required subject to the need for every

ssengers and occasionally a Night-watchman, and Cleaners as required.

en the Assistants varies in different Offices.

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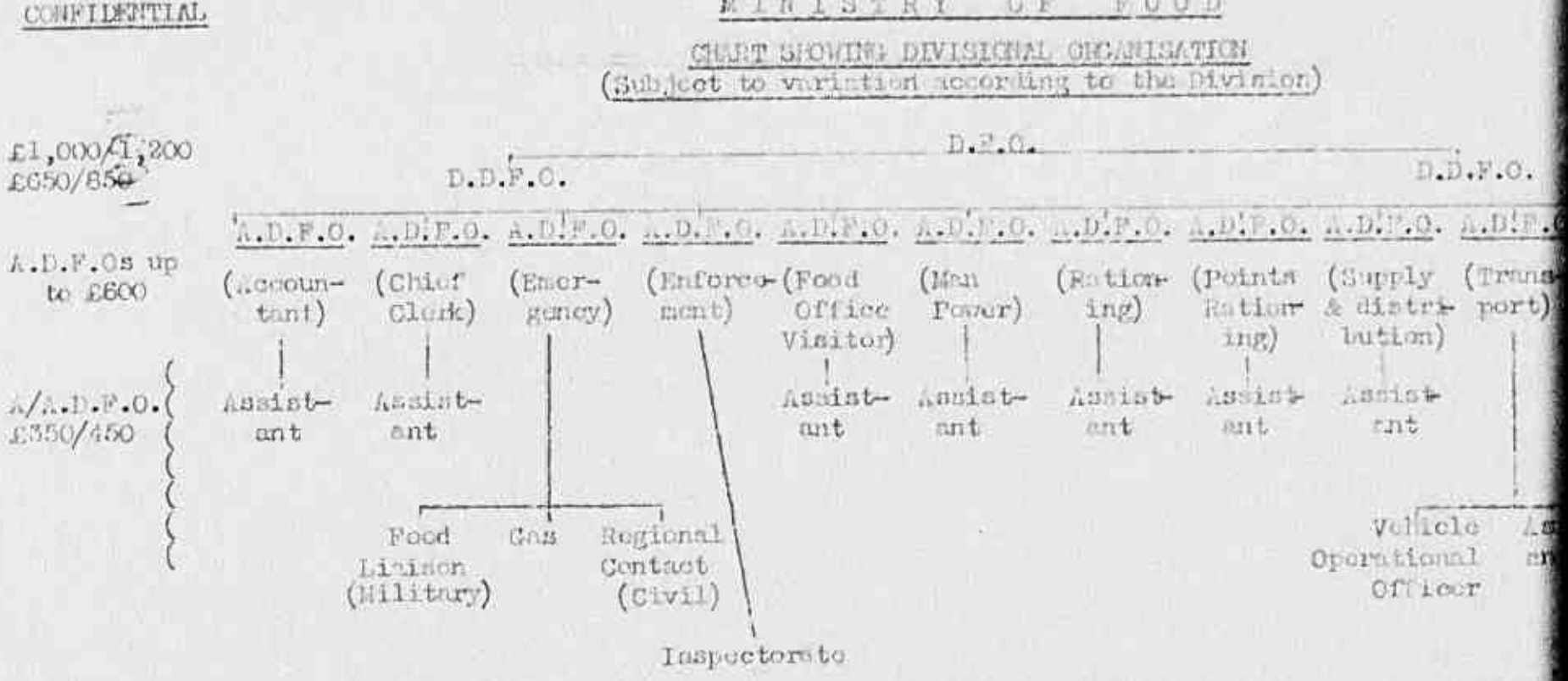
CONFIDENTIAL

MINISTRY OF FOOD

CHART SHOWING DIVISIONAL ORGANISATION
(Subject to variation according to the Division)



COMMODITY OFFICERS (HEADQUARTERS) OUTSTATIONED IN DIVISIONS ....

Bacon	Oils & Fats	Meat & Livestock
Bread	Milk	Animal Feeding Stuffs
Eggs	Milk Products	Salvage
Fish	Potatoes	
Flour	Sugar	
(Fresh Fruit & Vegetables	Tea	

NOTES

D.F.O. = Divisional Food Officer
D.D.F.O. = Deputy Divisional Food Officer
A.D.F.O. = Assista
A/A.D.F.O. = Assista

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NISTRY OF FOOD

SHOWING DIVISIONAL ORGANISATION
variation according to the Division)

D.F.O.

D.D.F.O.

A.D.F.O. A.D.F.O. A.D.F.O. A.D.F.O. A.D.F.O. A.D.F.O. A.D.F.O. A.D.F.O. A.D.F.O. A.D.F.O. A.D.F.O.

(Food Office Visitor) — Assistant

(Man Power) — Assistant

(Rationing) — Assistant

(Points Rationing) — Assistant

(Supply & distribution) — Assistant

(Transport) — Vehicle Operational Officer; Assistant

(Warehousing)

(Rodent) — Inspectorate

(Wartime Meals) — Cook Adviser; Convoys; Assistant

(Food Advice Organiser) — Head Demonstrator — Demonstrator

(Statistics) — Assistant

storate

and-Typists, Telephonists and Typists. Messengers and Cleaners.

TTACHED IN DIVISIONS ....
Meat & Livestock
Animal Feeding Stuffs
Salvage

A.D.F.O. = Assistant Divisional Food Officer
A/A.D.F.O. = Assistant to the Assistant Divisional Food Officer

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CIVIL DEFENSE STAFF COURSE

PHASE II.

READING

FOOD DISTRIBUTION IN THE NATIONAL EMERGENCY.

1. RATIONING AND FOOD PLANNING.

Principles - fair share of foods in short supply - coupon must be honoured. Simple rules to control retail sales, retail and wholesale, mass catering. Special methods for heavy manual and expectant mothers, children etc. In this country "bulk" is distributed to consumers by items such as bread, cake, potatoes not being rationed. It is likely to be impossible on the continent owing to shortage of cash.

Points system very useful where supplies of a number of commodities are insufficient to fulfil consumers' needs.

Circulars to individual retailers or wholesalers regarding quantities they may buy from the customers.

Imported foods are easy to control than home produced.

Production has to controlled by price control and rationing or permission. Control of slaughter of animals, etc. Subsidies of fodder imported to reduce cost of distribution necessary to maintain supplies.

2. SYSTEMS OF RATIONING OF CONSUMPTION.

Immediate rationing - this is - complete system to "points" rationing according to purchasing power. Sale should be at the retail stage. Shortages arising from hoarding. Coupons should be printed on paper which will not tear easily. Coupons should be valid until

PHASE - does not start until invasion and so all restrictions are relaxed to (1). Complete direction of labour (2) See 10.

grain.

Points system very useful where supplies of a number of commodities are insufficient for all consumers.

Circulars to individual retailers or wholesalers regarding matters concerning them but not the customers.

Imported foods more easy to control than home produced.

Production must be controlled by price fixing and definite instructions or persuasion. Control of slaughter and of use of produce. Paramount need to save shipping - prohibition of import of bananas, citrus fruit etc. Consideration of "back loading". Dehydration, deboning of meat. Ratio of fodder imported to weight of meat. Present system of distribution uneconomic as far more labour needed.

2. SYSTEMS OF RATIONING IN CONTINENT

FRANCE - did not start until invasion and not full rationing until 23 Sep 40. Complicated differentiation scales (6). Potatoes rationed - varying according to amounts available. "Denrees diverses" - equivalent to "points" system for fats; - Communal restaurants - 4 scales according to income. Self Suppliers' share of crop in excess of normal ration.

BELGIUM - similar to French but no discrimination for workers until Nov 40 - then double bread, meat and margarine (triple margarine for miners). Application by employers for rations. In Sep 42 1/5th of population had extra rations. Special arrangements for children - mothers - winter help - subsidised one course canteens.

HOLLAND Fat cards according to means - Daily feasts - Dutch volunteer workers families. Town and country separate cards as country dwellers sent their cards to town dwellers.

A few points about nutrition.

Protein for body building.
Carbohydrate and fat for fuel.
Proportions shown in appendix (1)

Calories = energy requirements met by carbohydrate and fat and some protein - Fat yields 9 calories per gramme. Carbohydrate and protein 4 calories per gramme.

1601

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Examples:- Sugar 116 cal per oz.
Bread 75 " " "
Boiled Beans 30 " " "
Bananas 24 " " "
Cabbage 2 " " "
Butter 226 " " "

Needs:- A man needs 65 calories per hour in sleep
77 " " awake in bed
100 " " sitting
270 " " light exercise
300 " " walking fast
500 " " swimming
570 " " running

Limit of human endurance 600 per hour but for shorter periods (e.g. rowing race 20 minutes) 1440 has been recorded. Brain work does not involve extra requirement. Miners up to 5000 calories per day. Fasting, or drawing on heat not being replaced by food, decreases reserves of fat.

Example of 1 day's need 8 hrs sleep @ 65 520 calories.
8 " sitting @ 100 800 "
8 " exercise @ 200 1600 "

Remember element of waste when calculating energy yield 2920 "

Vitamins - substances without which the body cannot resist diseases - deficiency diseases. See appendix E. Preferable to give vitamin containing foods e.g. milk, greens, brown bread, to vitamin concentrates e.g. ascorbic acid (vit C).

Digestion - partly psychological - saliva digests carbohydrate and pancreatic juices digest fats. Gastric juices digest protein, but much more slowly.

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Limit of human endurance 600 per hour but for shorter periods (e.g. rowing race 30 minutes) 1140 has been recorded. Brain work does not involve extra requirment. Miners up to 5000 calories per day. Fasting, or drawing on heat not being replaced by food, decreases reserves of fat.

Example of 1 day's need 8 hrs sleep @ 65 520 calories.
8 " sitting @ 100 800 "
8 " exercise @ 200 1600 "
2920 "

Remember element of waste when calculating energy yield

Vitamins - substances without which the body cannot resist diseases - deficiency diseases. See appendix 2. Preferable to give vitamin containing foods e.g. milk, cheese, brown bread, to vitamin concentrates e.g. ascorbic acid (vit C).

Digestion - partly psychological - saliva digests carbohydrate and pancreatic juices digest fats. Gastric juices digest protein, but much more slowly.

July 43
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G.A.L.

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APPENDIX I

	Percentages of Protein	Carbohydrate most easily digested	Fat	Mineral Elements	Water
	%	%	%	%	%
Beef raw	20	0	10	1	69
" roast	27	0	15	1	57
Pork roast	25	0	23	1	51
White fish steamed	18	0	2	1	79
Salmon steamed	19	0	13	1	67
Eggs	12	0	12	1	75
Cheese	25	0	27	4	39
Dripping	0	0	100	0	0
Butter	1	0	85	2	12
Potatoes boiled	1	20	0	1	78
Bread	8	55	1	2	34
Sugar	0	100	0	0	0
Cabbage boiled	1	25	0	0.5	96
Milk	3	5	4	1	87

APPENDIX 2

VITAMINS

	Chief results of deficiency	Principal sources
Vitamin A	Infections of mucous membranes, xerophthalmia, night-blindness	Halibut-liver oil, cod-liver oil, milk, cream, butter, cheese, liver, and suet. Carotene: orange and yellow fruits and vegetables, and green vegetables
Vitamin B	Beri-beri	Yeast, bacon, unpolished rice, wheat germ, oatmeal, brown bread, pork, ham, liver, kidney, and other meat, fish, eggs, nuts, peas, beans, and other vegetables
Vitamin C	Scurvy	Fruit and vegetables
Vitamin D	Rickets	Halibut-liver oil, cod-liver oil, milk, cream, butter, cheese, liver, and suet.

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APPENDIX 2

VITAMINS

	Chief results of deficiency	Principal sources
Vitamin A	Infections of mucous membranes, xerophthalmia, night-blindness	Halibut-liver oil, cod-liver oil, milk, cream, butter, cheese, liver, and suet. Carotene: Orange and yellow fruits and vegetables, and green vegetables
Vitamin B	Beri-beri	Yeast, kernite, unpolished rice, wheat germ, oatmeal, brown bread, pork, ham, liver, kidney, and other meat, fish, eggs, nuts, peas, beans, and other vegetables
Vitamin C	Scurvy	Fruit and vegetables
Vitamin D	Rickets	Halibut-liver oil, cod-liver oil, eggs, butter milk, butter, and cream, sunlight assists but oils needed.
Vitamin E	Sterility	Green leaves, milk.

WEIGHTS AND MEASURES

1 ounce (oz.) = 28.36 grammes (gm.)
1 pound (lb.) = 0.4536 kilograms (kg.)
1 stone (st.) = 6.35 kilograms
11 stone = 70 kilograms (approx.)

1 fluid ounce = 28.4 millilitres (ml.) or cubic centimetres[x] (c.c.)
1 Imperial pint = 20 fluid ounces
1 U.S. pint = 16 fluid ounces

1 microgramme or gamma = 0.000001 grammes
1 milligramme (mg.) = 0.001 grammes (gm.)
1 gramme = 0.035 ounces
100 grammes = 3½ ounces
1 kilogram = 2 lb. 3 oz.

10 ml. (or c.c.) = nearly 3 teaspoonsful
100 ml. (or c.c.) = 3½ fluid ounces
1 litre = 1,000 ml. (or c.c.) = 1¾ pints (Imperial)

[x] The cubic centimetre is now usually called a millilitre. By definition the two units are slightly different, but for practical purposes they may be taken as being identical.

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Appendix 2.

	Gm. per oz. Pro-tein	Carbo-hydrate	Fat	Calories per oz.	Vitamins A International units	B	C milligrams
						+	+
Bread, brown	1.8	14.2	0.3	68		+	-
Bread, fried	7	0	15	169		-	+
Beef roast	6	0	3	55	17		14
Beef rib only	1	0	27	255	17		14
Beef corned-tinned	6	0	4	66	++	-	-
Duck roast	7	0	7	89	-	-	-
Liver	8	1	3	61	++++	-	43
Tripe	5	0	1	29	-	-	-
Cod fried	6	1	2	40	-	-	-
" raw fried	6	1	2	38	++	-	+0
Hake fried	6	2	3	55	+	-	+
Herring	6	0	5	75	++	-	+
Beans baked	2	2	-	28	-	-	-
Beans runner	-	-	+	2	+	+	+
Carrots boiled	-	-	-	2	++	+	+
Lentils boiled	2	5	-	29	+	+	+
Lettuce raw	-	-	-	3	++	+	+
Onions	-	-	-	4	+	+	+
Potatoes new boiled	0.5	5	0.6	23	+	+	+
old do.	0.4	5	0.3	25	+	-	-
fried	1	10	2	72	-	-	-
Swede boiled	0.3	1.1	-	6	++	+	+
Turnips	0.2	0.7	-	4	+	+	+
Apples	0.1	3.5	-	15	-	-	+
Apricots	0.2	3.4	-	15	++	+	+
Cherries	0.2	4.4	-	19	+	+	+
Grapes	0.2	4.4	-	19	+	+	+
Olives	0.3	-	3.1	30	-	-	-
Oranges	0.2	2.4	-	11	+	+	+
Plum	0.2	2.7	-	12	-	-	+
Dried fruits avg	0.7	15	-	60	+	+	+
Nuts	4	1.7	-	120	+	+	+

Appendix 4

PORTIONS OF FOOD CONTAINING MINIMUM AMOUNTS OF VITAMINS A, B, C.

Vitamin A

There are 5,000 Int.Units of vitamin A in:

1-5 drops of halibut-liver oil
1-1½ teaspoonful of cod-liver oil
1 oz of spinach
2 oz of cheddar cheese
4 oz of carrots
6 oz of carrots (boiled)

There are 500 Int.Units of vitamin A in:

½ teaspoonful of halibut-liver oil
1-2 oz of dried yeast
1½ oz of cooked pork
4 oz of roast pork
8 oz of boiled ham
10½ oz of calf's liver (cooked)
2 lb of ox liver (cooked)

old do.	0.4	5	0.5	25	+	+	+	-
fried	1	10	2½	72	-	-	+	-
Sweden boiled	0.3	1.1	-	6	-	++	+	-
Turnips	0.2	0.7	-	4	-	+	+	-
Apples	0.1	3.5	-	15	-	+	++	-
Cherries	0.2	3.4	-	15	++	+	+	-
Grapes	0.2	4.4	-	19	+	+	+	-
Olives	0.3	-	3.1	30	-	-	-	-
Oranges	0.2	2.4	-	11	+	+	+	-
Plums	0.2	2.7	-	12	-	+	+	-
Dried fruit ave	0.7	15	-	60	+	+	+	-
Nuts	4	1.7	-	120	+	+	+	-

APPENDIX 4

PORTIONS OF FOOD CONTAINING DEFINITE AMOUNTS OF VITAMINS A, B, C, and D

Vitamin A

There are 3,000 Int.Units of Vitamin A in:

½-5 drops of halibut-liver oil
½-1½ teaspoonsful of cod-liver oil
1 oz of spinach
2 oz of cheddar cheese
4 oz of tomatoes
6 oz of carrots (boiled)
12 oz of cabbage (boiled)
1-1½ oz of butter
3 eggs

Vitamin B

There are 500 Int.Units of Vitamin B in:

1½ teaspoonsful of Marmite
1-2 oz of Bemax
1-3 oz of dried yeast
6 oz of roast pork
8 oz of boiled ham
10½ oz of Wholemeal bread
½ lb of ox liver (cooked)
½ lb of walnuts
1 lb. of fireshed peas

Vitamin C

There are 1,000 Int.Units of Vitamin C in:

1-2 dessertspoonsful of stewed (or tinned) black-currants
The juice of 1-4 oranges
5 oz of watercress
4 oz of strawberries
4 oz of spinach puree (tinned)
6½ oz of gooseberries (raw)
6½ oz (about a cupful) of raw swede juice
7 oz of sprouts or spinach (boiled)
8 oz of loganberries (raw, stewed, or tinned)
4 or 5 fairly large tomatoes
10 oz of new potatoes or cabbage (boiled)
4 bananas

Vitamin D

There are 1,000 Int.Units of Vitamin D in:

15-25 drops of halibut-liver oil
1-9 teaspoonsful of cod-liver oil
9 oz of B.P.C. pure-blended butter
5½ pints of (summer) cream
11-35 eggs
17 pints of (summer) milk

All the above figures of vitamins are the estimated daily requirements.

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APPENDIX.

MINIMUM DIETS

For a Child (6 - 12 years)

Minimum Requirements per day		For 1 child Food required per day		Analysis of foods Suggested	
Calories	... 2,000	Milk	... 1 pint	Calories	... 2,000
Protein	... 65 g. (50% 1st Class)	Fat	... 1 oz	Protein	... 72 g.
		Sugar	... 1 oz	(1st Class	... 30 gm.)
Calcium	... 1.0 g.	Jam	... ½ oz	Calcium	... 1.0 g.
Iron	... 15 mg.	Cheese	... ½ oz	Iron	... 15 mg.
Vitamin A.	... 5,000 I.U.	Meat	... 1 oz	Vitamin A.	... 2950 I.U.
Vitamin B.	... 450 I.U.	Bacon	... ½ oz	Vitamin B.	... 650 I.U.
Vitamin C.	... 45 mg.	Pulses	... 1 oz	Vitamin C.	... 45 mg.
		Bread	... 6 oz		
		Flour	... 2 oz		
		(Mixed Root (Vegetables	... 3 oz		
		Potatoes	... 24 oz		
		(Green (Vegetables	... 4 oz		

2. An Aged Person

Minimum Requirements per day		Food required for one person per day		Analysis of foods suggested	
Calories	... 1,500	Milk	... ½ pint.	Calories	... 1,500
Protein	... 50-60 g. (50% 1st Class)	(Household (Milk	... ½ oz	Protein	... 54 g.
		Fat	... 1 oz	Calcium	... 0.55 g.
Calcium	... 0.6 g.	Sugar	... 1 oz	Iron	... 13 mg.
Iron	... 12 mg.	Jam	... ½ oz	Vitamin A.	... 2810 I.U.
Vitamin A.	... 3000 I.U.	Cheese	... ½ oz	Vitamin B.	... 450 I.U.
Vitamin B.	... 400 I.U.	Meat	... 1 oz	Vitamin C.	... 40 mg.
Vitamin C.	... 40-50 mg.	Bacon	... ½ oz		
		Pulses	... 1 oz		
		Bread	... 4 oz		
		Flour	... 2 oz		
		Potatoes	...15 oz		
		(Mixed Root (Vegetables	... 2 oz		
		(Green (Vegetables	... 6 oz		

(Vegetables ... 4 oz

2. An Aged Person

Minimum Requirements per day		Food required for one person per day		Analysis of foods suggested	
Calories	... 1,500	Milk	... ⅓ pint.	Calories	... 1,500
Protein	... 50-60 g. (50% 1st Class)	(Household Milk	... ½ oz	Protein	... 54 g.
Calcium	... 0.6 g.	Fat	... 1 oz	Calcium	... 0.55 g.
Iron	... 12 mg.	Sugar	... 1 oz	Iron	... 13 mg.
Vitamin A.	... 3000 I.U.	Jam	... ½ oz	Vitamin A.	... 2810 I.U.
Vitamin B.	... 400 I.U.	Cheese	... ½ oz	Vitamin B.	... 450 I.U.
Vitamin C.	... 40-50 mg.	Meat	... 1 oz	Vitamin C.	... 40 mg.
		Bacon	... ½ oz		
		Pulses	... 1 oz		
		Bread	... 4 oz		
		Flour	... 2 oz		
		Potatoes	...16 oz		
		(Mixed Root Vegetables	... 2 oz		
		(Green Vegetables	... 6 oz		

3. A Manual Worker

Minimum Requirements per day		Food required for one man per day		Analysis of foods suggested	
Calories	... 3,000	Milk	... ½ pint	Calories	... 2,980
Protein	... 70 g.	Fat	... 1½ oz	Protein	... 110 g.
Calcium	... 0.6 g.	Sugar	... 1½ oz	Calcium	... 0.7 g.
Iron	... 12 mg.	Jam	... 1 oz	Iron	... 24 mg.
Vitamin A.	... 3,000 I.U.	Cheese	... 1 oz	Vitamin A.	... 3100 I.U.
Vitamin B.	... 700 I.U.	Meat	... 1½ oz	Vitamin B.	... 850 I.U.
Vitamin C.	... 50 mg.	Bacon	... ½ oz	Vitamin C.	... 50 mg.
		Pulses	... 2 oz		
		Bread	...12 oz		
		Flour	... 4 oz		
		Potatoes	...32 oz		
		(Mixed root Vegetables	... 2 oz		
		Green Vegs.	... 4 oz		
		Can: Fish	... 2 oz		

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Lt. Col Hundley - Secret

CIVIL AFFAIRS STAFF COURSE

CA/307/51

ANNEX III

FOOD (RUHR) AND THE BLACK MARKET

1. SOURCES

(a) Local produce. Agricultural (FRANCE normally almost self-supporting). Problem of hoarding by farmers. Farmers keep farm records in duplicate showing total amount of produce with proportion kept and proportion surrendered: one copy with farmer, one with local authorities. Lack of consumers goods for exchange, dislike of money, fear of future hunger, black market, family pursuit all encourage hoarding. Possibility of barter. Problem of processing fraternities, e.g. sugar, flour, canning, breweries; most are dependent on fuel or power, transport, machinery and labour.

(b) Imports. Programme planned for first 42 days of campaign and 6 months thereafter. Need for economy of shipping space essential. Imports will be brought in for urban population, i.e. approximately 50% of total population.

2. RATION SCALES

(a) First 42 days of campaign: Iron ration will be shipped at earliest possible date, until then will be 100,000 rations. Scale is as follows:-

Preserved meat	4 ozs.
Biscuits	8 ozs.
Dehydrated milk	2 ozs.
Tablets	2 ozs.

The energy value is approximately 1370. It is meant to be supplemented by local resources. In addition 2 oz. of special Vitaminised chocolate will be issued to children under 14 and nursing or expectant mothers.

(b) 6 months after first 42 days.

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(b) Ports. [illegible] days of [illegible] months thereafter. Count for economy of shipping space essential. Cereals will be brought in for urban population, i.e. approximately 50% of total population.

2. IMPORT PROGRAMME

(a) First 42 days of campaign: Iron ration will be shipped at earliest possible time, units for storing will be 100,000 rations. Scale is as follows:-

Preserved meat	4 ozs.
Biscuits	8 ozs.
Evaporated milk	2 ozs.
Pulses	2 ozs.

The calory value is approximately 1570. It is meant to be supplemented by local resources. In addition 1 oz. of special vita-enhanced chocolate will be issued to children under 14 and nursing or expectant mothers.

(b) 6 months after first 42 days.

It is planned so far as possible to ship foods to make up deficiencies in the scales of food from local sources as follows:-

Wheat or flour
Preserved meat
Edible fats
Evaporated milk
Pulses
Sugar
Coffee
Soap

Quantities to be shipped depend on civil affairs appreciation of quantities of food likely to be available and distributable in country.

/3. DATES [illegible]

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5. DUMPS AND STORES

(a) Dumps under control of CRPO will be established, holding a number of high iron rations (probably 7 or 14) in units of 100,000.

Weight of 100,000 rations is 45 tons 17 cwts. 37 lbs., add 20% for packing, is 54½ tons gross.

7 dry bay is approximately 300 tons. Area required for one ton general supplies piled 9 high is 6½ square feet but 50% to be added for spacing.

Space required for 300 tons is on calculation given above 4870 square feet, but room for development should be available if possible.

Where food stacked in buildings, shape of building and height of roof may increase the ground space required.

16 x 3 ton lorries required to transport 100,000 rations.

(b) Catering stores holding normally one days supplies established in urban districts to provide food for a group of communal kitchens.

There may be more than one catering store in district, if more than one group of communal kitchens.

These stores will not normally supply ordinary retailers.

6. LOCATIONS OF DUMPS

Dumps will be established outside built area and dispersed for protection against air attack.

Site in open may have to be chosen at first. If turnover rapid no harm to store goods provided drainage provided and cover e.g. tarpaulin, sheets etc.

Points to be considered in choosing dumps are ease of access to loading stages, facilities for transport to unload and load; closeness to transportation facilities; good drainage for wet weather; water available if possible for fire fighting; cover or guarding.

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(2) Outside storage buildings [illegible] and kitchens.

[illegible] to be at least 50 ft. if more than [illegible] to provide roof for a group of communal [illegible] 50 continuous kitchens.

There may be more than one gasoline store in district, [illegible] 50 communal kitchens.

Where cars will be [illegible] ordinary residential [illegible]

4. LOCATIONS OF POSTS

Posts will be established outside both exit control [illegible] to direct people towards [illegible] exit control.

Site to be kept [illegible] to be cleared at first. If [illegible] to direct people towards [illegible] exit control etc.

Points to be controlled by checks during [illegible] steps, facilities for transport to [illegible] temporary [illegible] provided [illegible] available if possible for [illegible]

5. STORES

Stocks should be [illegible] quantity [illegible] Home Training Pamphlet No.14)

Need to access to [illegible]

If floods occur, they will [illegible]

Separate [illegible]

Use for [illegible]

If stocks are to be [illegible] fully covered on each stack to [illegible] and issued.

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6. ACCOUNTING

Some accounts must be kept as food will be sold, probably a single stock book showing receipt and issues sufficient. [illegible] have to be kept in duplicate if monthly [illegible] required by [illegible].

7. DISTRIBUTION

Except where communal kitchens are run, food will be sold to distributing agents who will pass on through normal channels of trade to retailers. Control maintained by licensing traders, registering consumers, fixing of prices by [illegible], coupons. Difficulty may be enforcement of control.

8. TYPES OF TRANSPORT

(a) Petrol engines (including alcohol and diesel fuels)

(b) Producer gas

(c) Town gas

(d) Electric drive

(e) Animal transport.

9. FUEL

(a) POL under control of Transport. Civil stocks if any may be made available, otherwise imported.

(b) Alcohol fuel produced locally e.g. from sugar beet.

(c) Producer gas from engines burning charcoal, wood or coke. Normally uses [illegible] charcoal [illegible]. Charcoal can be produced locally from [illegible].

(d) Town gas [illegible] on ordinary coal gas supplies.

(e) Electric batteries.

(a) Petrol driven (including alcohol and diesel fuels)

(b) Producer gas

(c) Steam gas

(d) Electric driven

(e) Animal transport.

9. FUEL

(a) POL under control of transport. Civil stocks if any may be made available, otherwise imported.

(b) Alcohol fuel produced locally e.g. from sugar beet.

(c) Producer gas from anthracite burning charcoal, coke or coke. Normally waste material (sugar cane trash) charcoal can be produced locally from this.

(d) Town gas locally from ordinary coal gas supplies.

(e) Electric locomotion.

10. SPARES, OIL AND WATER

(a) Spares, either found locally or imported. Salvage of parts from disused or unusable vehicles important. Tyres and batteries may cause difficulties.

(b) Repairs, use of local garages or workshops: provision of technicians essential. RCE may assist.

(c) Normal maintenance: Army and civil spares adequate and probably periodical inspections and overhauls as in civil life, best.

(d) Lubricating oils and greases, always supply essential.

/11. ORGANIZATION OF TRANSPORT:

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11. ORGANIZATION OF THEATRE.

Zone Road

(a) (i) Organ by G.. ... taken over by G...

(ii) Organ by ... by them.

(iii) Organ by Local ... of ... by Japan or ...

(iv) Organ by ... civilians, but ... control ... Japanese Naval and ... for ... purposes.

All the types of ... here ... a good ... of the CCO.

(b) Control, ... be carried ... of ... Control ... ready ... to allocate ... to be established ... complete ... directly ... details.

(c) Planning, ... to plan ... for ... way ... by ... conditions ... .

(d) Reserves, ... of ... some ... conditions ... the ... heavy ... .

12. ... SERVICE UNITS ... to be ... of ... Japanese ... .

Jul 45.
AGO.

Declassified E.O. 12356 Section 3.3/NND No. 785016

CIVIL AFFAIRS STAFF CENTRE

CA/396

POINTS REGARDING STORAGE AND CONDITION OF FOOD.

FOOD STORAGE

(a) Meat - At Home — Frozen and chilled meat allowed slow thawing before cutting up, not close packed.

Abroad — If stored, coldest place, special cooling methods. In hot weather meat usually cooked on receipt.

(b) Bread. — Room must be dry, airy, bread on racks of not more than two or three tiers. Flour in vermin-proofed receptacles.

(c) Vegetables — Cool and dry-soft vegetables not heaped on top of each other - spreading out of wet vegetables. Rat proofing as well as fly-proofing may be essential for all stores.

INSPECTION OF DRESSED AND IMPORTED MEAT

As all meat is inspected at the abattoir the inspection of dressed meat at the various units is one mainly of physical condition, such as decomposition, and not for diseased conditions. Diseased conditions may be found occasionally and must be treated accordingly.

FRESH MEAT

Characteristics of healthy tissues: bright red colour - marbled with fat - moist but not wet - should not pit on pressure - pleasant odour - fat, opaque, white or yellow - musculature firm.

Abnormal conditions: bone taint - oedema - decomposition - bruising; haemorrhagic parts - fevered flesh.
Tuberculosis, lesions in carcase glands, popliteal, precrural, prescapular; also on serous membranes.
Lesions may be primary, caseous, calcareous.
Tumours, abscesses, parasites, emaciation.

Effect of sex on condition of meat: Flesh of females are usually somewhat different from that of the male, e.g. bulls have a darker colour than cows, this should not be confused with abnormal conditions. Age has much the same effect, older animals having darker flesh. It is important that the inspector can determine sex and age.

IMPORTED MEAT

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IMPORTED MEAT

As imported meat is used in the Army at present, a knowledge of the characteristics of it is important.
Two kinds - Chilled Meat - Frozen Meat

Storage: Chilled meat is stored at temperature 28/30°F. Hung in storage. Frozen meat at temperature 15/20°F. Tight packed. Frozen meat usually bears the effect of storing in that the carcases may be somewhat out of shape, depressed etc. Chilled meat, however, retains the natural shape of carcase.

Imported meat is difficult to distinguish from fresh meat if carefully thawed out. May be distinguished as follows:-

Imported meat	Fresh meat
Vertebrae sawn through	Vertebrae chopped through
Spinal cord removed	Spinal cord not removed
Renal organs removed	Renal organs intact.

Chilled Meat: Musculature darker than fresh meat - colour more uniform - fat stained pink - surface "sweats" on exposure.

Frozen/

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Frozen Meat: The above appearances are unaffected except that the fat is pure white in colour. Also the carcase is frozen when taken from chill.

Putrefaction: Putrefaction is very seldom found in imported meat. Its condition is the important factor.

Decomposition: Meat begins to decompose very rapidly in appearance. It smells extensive no trouble will be found in distinguishing putrefaction from other present. Fishy consistence. However, easy to distinguish decomposition in its early stages.

Bone taint: This is a deep seated decomposition. Most often found in imported meat. Bone taint is caused by the bacillus putrefactus found before the animal has been killed. It is usual to insert a clean the bone, and if on withdrawal it offensive odour this indicates presence of bone taint. Bone necessitate condemnation of the whole carcase. Usually if the meat next to bone is removed the If the decomposition is advanced the flesh may be greenish in colour. More drastic action is then necessary.

Sodden: This may be found, also brittle, burns and boils badly. Sodden found when the carcase is cut. In some cases the flesh may be found, as in anchoraphile and other pneumonias.

Moulds:
White Mould: The main types, white and black. The white mould - small white spots - produces woolly growth "whiskers" (Spirotrichum Candida and the almost invisible spores (Penicillium). They grow at a temperature 10/28°C. and only affect the surface of the meat. (Cladosporium Herbarum) Grows into the meat and produces dark patches condition. Grows at temperature 10°C. Can be checked by cold storage at -2 deg C.

Black Mould:

Smut: Note if smutted. The flesh of sheep is usually softer than beefe flesh when opened.
Abscess formation - Abscess found in sheep, pigs and rabbits. Caseous lymphadenitis - Abscess found in lymphatic glands, especially in sheep, and resembles tuberculosis. Caseous mass of infection in the lymphatic glands are greatly, may be caseous or calcified. Sometimes found in the caseous circle like a cyst containing pus.

Condemnation: Only general rule can be laid down. The whether meat is to be condemned or not depends on the

greenish in colour. More drastic action is then necessary.

Oedema: This may be found, also bruising, tumours and abscesses may be found when the carcase is cut. On rare occasions tuberculosis is found, as is onchocerciasis and other parasitic conditions.

Moulds:
White Mould: Two main types, white and black
Two kinds - small white spots - profuse woolly growths termed "Whiskers" (Spirotrichum Carnin and the almost indistinguishable genera Mucor and Thamnidium). They grow at a temperature 18/20°F. and only affect the surface of the meat.

Black Mould: (Cladosporium Herbarum) Grows into the meat and is a serious condition. Grows at temperature 15°F. Causes dark patches about ¼ inch in size.

SHEEP: Note if emaciated. The flesh of sheep is usually softer than bovine flesh when exposed.
Caseous Lymphadenitis - disease found in imported sheep. Bacterial in origin, and resembles tuberculosis in appearance. Common seat of infection is the lymphatic glands. The lesions are greenish, may be caseous or calcified. Section of lesions form into concentric circles like a cut onion. Lesion encapsulated.

CONDEMNATIONS: Only general rules can be laid down. The inspector must rely mainly on his own knowledge

Caseous
Lymphadenitis: whole carcase or part.
Fevered Flesh: whole carcase or part.
Emaciation: whole carcase or part.
Black Mould: if not extensive, only affected part with safe margin; if extensive, whole carcase.
Tuberculosis: whole carcase or part, if organs are absent.

Decomposition
Bruising
Oedema
Bone taint
Abscesses
} only affected parts, but if at all extensive total condemnation is warranted.

White Mould may be wiped off and the meat passed as fit.

Maggots: Are occasionally found in meat. This may be due to decomposition but more often it is due to flies etc. gaining access to the meat. Usually these can be wiped off and the meat passed. If the condition is very bad, say due to decomposition the meat may require to be condemned.

Liver/

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Liver: Sometimes abnormal conditions are found in liver such as strongylosis, distomatosis, tuberculosis, abscesses etc. These conditions warrant condemnation.

PRESERVED MEAT

(1) Externals - condition of the tin, painted or lacquered all over including area under label - presence of rust, nail holes, dents, etc., both ends slightly concave, dull note on tapping, date of manufacture on tin. Open any bulging tins under water to detect escape of gas.

(2) Interior of tins - Blackened areas, areas of actual erosion, visible solder.

(3) Contents - smell, taste, condition of jelly, condition of meat and fat, excess of cartilage, gristle, etc. General appearance of contents.

NB. The above inspection points are generally applicable to all tinned foods.

On palpation - a springy or resilient feeling may be present. It is almost always due to gas formation.
"Springing" is due to gas of some sort. This gas may be the result of decomposition, the meat contained in the tin will most probably smell bad and may look bad.
If not due to decomposition, the "springing" (a) may be the result of bad "processing" having failed to exhaust the tin of sufficient air; or (b) it may be the result of the exposure of a tin made of too thin tin-plate either to a high temperature (e.g.tropics) or to too low pressure (e.g. at 6 or 7,000 ft. altitude) allowing expansion of air inside the tin (no tin is completely vacuumised) or (c) it may be a combination of (a) and (b) when the springing will be marked.

The naked eye appearance of the contained meat of a "springer" is a very good rough and ready test, but it is putting a heavy onus on an examining Medical Officer to make him decide whether the contents of a "springer" are safe to consume merely on naked eye examination.

Although the "Trade" will hotly dispute this, "springers" are almost always the result of imperfect manufacture (see 4 above). For this reason for the ordinary MO the safe rule and one which will ensure the supply to the soldier of food of that quality to which he is entitled, is to consider all tins which "spring" as being unfit for consumption.

On percussion - a tympanitic note means air or gas and it may only be elicited in localised areas of the tin.

On shaking - splashing indicates the presence of liquid. This significant in the case of salted or canned beef and indicates decomposition.

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BUTTER AND MARGARINE

Opinion depends upon taste and odour. Common defects:-
rancidity, excess amount of salt, excessive water. (Legal limit 16%)
Butter = Fat 83.5%, Casein 1.0%, Ash 1.5%, Lactose 1.0%, Water 13%

Margarine = Refined animal or vegetable oil plus a little milk to flavour. Must not contain more than 10% butter fat or 16% water. Margarine can now be obtained to which Vitamins A and D have been added.

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BREAD

Note colour, odour, taste, texture or elasticity of crumb.
Single baked loaves are better than batch - baked. At Aldershot Coburg loaves are made and date of baking marked on each.
Common Defects - Sourness, brand sodden and heavy (bad storage) presence of moulds. Should not be weighed or issued until 24 hours after baking. Should be well-risen, evenly aerated and free from large cavities.

BISCUITS/

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BISCUITS

Note colour, crispness, palatability, hardness, nature of flour. Note condition of tins and whether much broken.
Common Defects - Softness, much broken up, presence of animal parasites, rancidity.
Army biscuits consist of 2/3 Wholemeal 1/3 flour and a little fat.

FLOUR

Note Colour, feel, taste and odour.
Common Defects - mustiness, excess of bran, presence of foreign cheaper starches, presence of moulds or animal parasites. Apart from presence of parasites, the important test of a sample of flour is its capacity for producing a good well-risen loaf. Standard flour 80% grain. Wholemeal 100% grain.

FISH

Characteristics of sound fish (a) Bright tint of gills, (b) prominent eyes, (c) flesh firm and elastic, not easily separated from bones (d) entire absence of any unpleasant odour.

EGGS

Unsoundness usually obvious on opening. Test for freshness (a) Candling (b) Floating in 10% salt solution. Sound egg sinks. Unsound floats.
Weight on an average 2 ozs.
Dried eggs and liquid eggs used extensively.
Egg powders nothing but baking powders coloured yellow.

SUGAR

Note colour, solubility, (readily and completely soluble in half its weight of water forming a clear bright syrup), sweetening power.
Common Defects - Dampness, colour, dirt, parasites.

TEA

The most satisfactory test is the capacity of the tea to produce a good well-flavoured infusion. The dry tea should be free from dirt and excessive amount of dust. Foreign leaves and small pieces of twigs etc.

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EGGS

Variables mainly obvious on opening. Test for freshness (1) Specific gravity 1.025 salt solution. Sound eggs sink. Unsound eggs float.
Weight on an average 2 ozs.
Dried eggs and liquid eggs used extensively.
Egg powders nothing but baking powders coloured yellow.

SUGAR

Note colour, solubility, (readily and completely soluble in water forming a clear bright syrup), sweetening power. Cream Defects - Dampness, colour, dirt, permeated.

TEA

The most satisfactory test is the capacity of the tea to produce a good mild flavoured infusion. The dry tea should be free from dirt and excessive amount of dust. Brewed leaves and small pieces of twigs etc.

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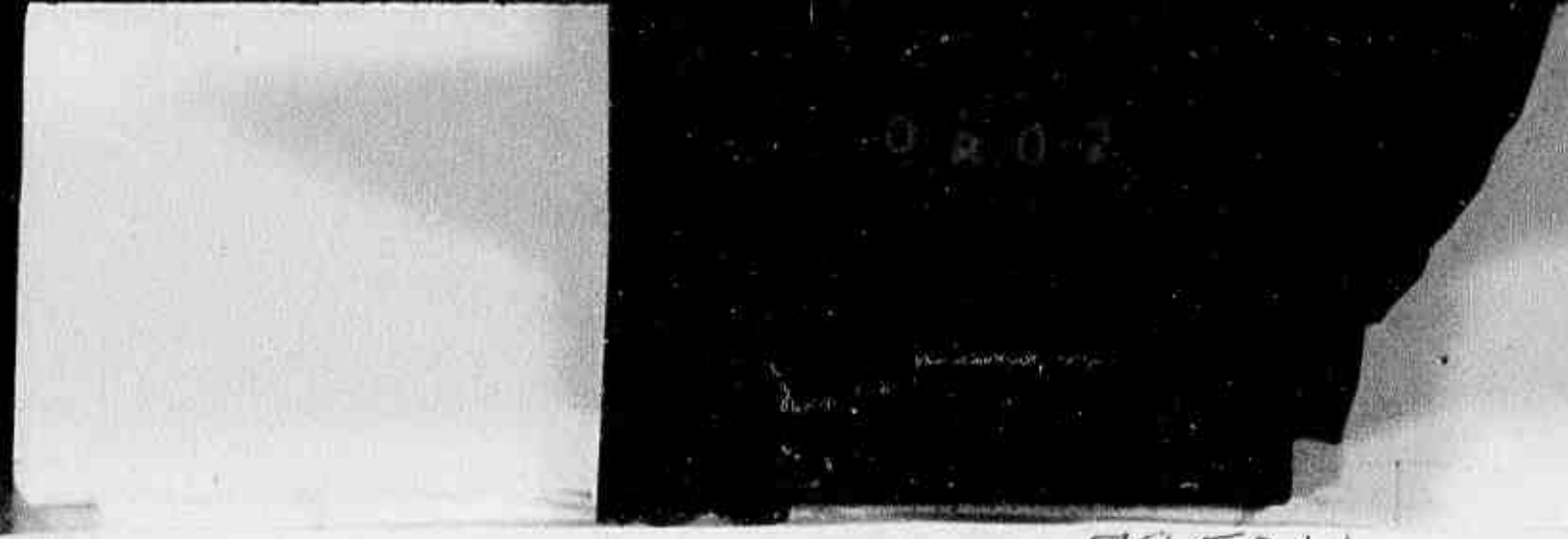

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ADDICAD.

CA/2/131 Kyaikone.

CA/2/132. Camp Sanitation.

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CIVIL AFFAIRS STAFF CENTRE

CA/P/131

Précis of 1st Lecture by Lt Col E L Ryles R A M C

H Y G I E N E

Hygiene - a superstructure of commonsense, raised on a foundation of special knowledge. Sanitation - the art of applying the principles of hygiene to our everyday needs.

In the production of disease, two contending factors are at work,

(i) the microbe's attack, and
(ii) the human body's defence.

It is a curious and fortunate fact that the human body, given time, will produce an antidote against almost any substance introduced into it. Thus, small doses of microbes, such as we encounter every day of our lives, give rise to small quantities of appropriate antidotes - "Immunity", we call it. A man's fitness enhances the value of this immunity - his defence scheme works all the better for his being in good general health. We can increase the immunity by inoculation and, when you have recovered from an attack, for instance, of typhoid fever, your immunity against typhoid will remain high for years.

So, the battle is on. The severity of the attack depends on

(a) the dose,
(b) the virulence of the microbe.

The defence depends on your immunity and on certain fighting forces at your disposal. We have not time to consider the whole picture, but the "battle" sketch is quite accurate. For instance, the white cells of the blood increase in number and actually advance to attack the microbes; casualties are high, as evidenced by the formation of "matter" or pus, which consists of masses of dead white cells.

By no hygienic measures can we hope to abolish microbes; we try to reduce their fighting strength to a point where the defence can deal with them; but, too often, the enemy attacks in force, or is particularly well armed (virulence), sometimes with surprise weapons, and then the defences are rushed and disease supervenes. But still the defence carries on until, at the "crisis", the microbe is defeated.

Microbes are of various kinds, some animal, most of them vegetable, and some on the verge of being mineral. Each disease is caused by a specific microbe and by no other.

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Microbes are of various kinds, some animal, most of them vegetable, and some on the verge of being mineral. Each disease is caused by a specific microbe and by no other.

Those which cause bowel diseases, e.g. typhoid and cholera, are rods, so small that if 8,000 of them were placed in line, they would extend to but 1". Yet, by appropriate methods, we recognise them each from the other; we can see them easily under a powerful microscope; we can grow them in gelatine; we can increase their virulence by certain methods; we can amuse ourselves with them, as well as kill them. So we can with the 'dot' microbes that cause boils and other suppurations, as well as scarlet fever, the fever that follows childbirth, and other diseases.

Inoculation, e.g. T.A.B., is a means whereby we cheat the body's defences into believing that the enemy has begun the attack. This is how we work; we grow the appropriate microbe, count it, kill it - very carefully, so that its antidote-producing property is not damaged, and inject it into your body, which at once begins to produce antidotes, though not in such quantities as would a real attack of the disease, nor does this protection last so long. We can trace in the blood the presence of these antidotes a few days after

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the disease has begun and long after it is over. (The microbe which causes typhus is very small, though still visible through a powerful microscope; but there are others, such as the virus of yellow fever, influenza, the common cold, measles, mumps, smallpox, etc., which are too small to be seen in any circumstances, and which will pass through the pores of the finest porcelain filter. It is these that, J.B.S.Haldane says, behave in some circumstances as crystals and in others as living creatures. That they live, we can hardly doubt, for scientists have grown them on chicken embryos and other living tissues, and, at least with yellow fever, have produced a very useful inoculation which protects for two years. They have not been so fortunate with influenza and the common cold, though they have tried just as hard. The reasons are too lengthy and technical to go into. With smallpox, we are fortunate in having on earth a mild counterpart of the disease, cowpox; so we give you cowpox and that protects you against smallpox for seven or eight years. This is the most efficient protection we know.

To finish off this question of protective inoculation, we have a vaccine against typhus, but, being new, its efficacy has not yet been proved. We believe that it will save you from having a <u>severe</u> attack, but more we cannot yet say. Against cholera, there is a most valuable inoculation, but, since its protection lasts for no more than four months, it is not given until cholera is known to be about. From plague, too, we can protect you; and that almost completes the general list - Smallpox, T.A.B., Yellow Fever, Cholera, Plague, Typhus, Diphtheria, Tetanus. We have no protection against dysentery and one is badly needed, for dysentery is definitely a scourge of Armies. Dysentery, of course, is not a disease but a group of diseases with similar symptoms, caused by any one of many micro-organisms; some, of the type common to bowel diseases, produce virulent poisons which has made it impossible, so far, to use them for protection. Others belong to the animal kingdom, in common with the microbes causing malaria, relapsing fever and other diseases which are not our immediate concern. From none of these can we protect you by inoculation.

<u>Spread of Disease</u>. Bowel diseases - typhoid, dysentery, cholera and other forms of diarrhoea, are spread from dejecta, via flies and fingers, fouling food and water; and by dust. It is a sad, but incontrovertible fact, that patients, not only during, but perhaps years after an attack of typhoid or dysentery, may pass the microbe in their dejecta; and some sufferers have an attack so mild that the disease is not recognised, though it is just as liable to spread to others in a severe form. Here lies the danger; any one of us, of our staff, of the general population, may be a "carrier". In India it is estimated that 1 in 200 of the entire population are "carriers".

It is necessary, therefore, to prevent flies breeding, to block their access to dejecta, to prevent dejecta reaching water, either directly or via fingers; to cleanse the fingers thoroughly, especially before handling food; to cover

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protection lasts for no more than four months, [illegible] protection is known to be about. From plague, too, we can protect you; and that almost completes the general list - Smallpox, T.A.B., Yellow Fever, Cholera, Plague, Typhus, Diphtheria, Tetanus. We have no protection against dysentery and one is badly needed, for dysentery is definitely a scourge of Armies. Dysentery, of course, is not a disease but a group of diseases with similar symptoms, caused by any one of many micro-organisms; some, of the type common to bowel diseases, produce virulent poisons which has made it impossible, so far, to use them for protection. Others belong to the animal kingdom, in common with the microbes causing malaria, relapsing fever and other diseases which are not our immediate concern. From none of these can we protect you by inoculation.

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It is necessary, therefore, to prevent flies breeding, to block their access to dejecta, to prevent dejecta reaching water, either directly or via fingers; to cleanse the fingers thoroughly, especially before handling food; to cover food from dust and flies.

Flies breed in filth and feed on filth, and they are filthy in their habits. Flies must never be regarded as an Act of God to be accepted with folded hands. Some knowledge of their breeding and other habits, combined with a deal of energy, will nearly always abolish the fly pest. Swatting, sticky paper, fly-traps are not to be neglected, but flies breed much faster than you can kill them by such means. They must be attacked in their breeding places, in dejecta or ground that has been covered with dejecta, or ground that has been fouled in any way; in swill bins. They will lay their eggs on earth covering dejecta, hence the danger of shallow-trench latrines. The eggs hatch into maggots, which burrow down into the ground, turn into grubs, and finally, at the moment of developing into flying insects, burrow their way up into the sunshine, to convey disease. Their hairy feet carry filth from dejecta to food. Their own food, they liquefy by regurgitating the contents of their stomachs, then they suck it back again. The immense possibilities of conveying disease are obvious.

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Most strenuous efforts must be made to prevent dejecta reaching water, by, for instance, siting latrines well away from water supplies. Earth is a marvellous purifier of water, but it needs distance and time to carry out this function. We must realise that any careless or ignorant person, can, at any dark moment, foul a carefully guarded water supply.

Therefore, we sterilise our drinking water, by boiling (tea or coffee), or by using chemicals. In field work, all other chemicals have been discarded in favour of chlorine, used in the form of bleaching powder, called W.S.P. This is powdered chalk impregnated with chlorine. Since this chlorine, when added to dirty water, clings to and combines with the dirt or mud, and is, therefore, no longer available for killing microbes, it is usual to clarify the water before adding the W.S.P. This is done by adding alum or some similar chemical to the muddy water; the cloud of mud descends to the bottom, leaving the water clear.

Typhus is perhaps the most ghastly of all diseases to meet in bulk. This, because extensive outbreaks are associated with famine and over-crowding, fear of contracting the disease, terror of the appearance and acts of delirious patients and the high mortality, especially among adults. The population flees from the terror, carrying the disease with them to fresh places. Transport of food and fuel breaks down, the sick are abandoned, hospital staffs run away with the rest, preventive measures cannot be carried out. Utter chaos results. Further, typhus is often accompanied by other diseases such as relapsing fever, smallpox, typhoid, scarlet fever, measles, pneumonia.

We must control the movement of population from infected to non-infected regions. Then, since typhus is spread by lice, we must disinfest those in the infected area. Here again, we have to rely on heat and chemical disinfectants and anti-louse powder. Since typhus is definitely a disease of cold weather, we may use extreme cold to kill lice.

We must feed the population, bearing in mind the lack of vitamins from which they have been suffering and which undoubtedly has laid them open to the disease. We must, taking a long view of this feeding procedure, set their agriculture on its feet; and, in all these measures, we must think big, act big and spend much money.

Finally, allow me to remind you that the purpose of hygiene is to keep men fit and to stop epidemics, and let me plead for sympathy and co-operation in our work before an epidemic has got out of hand. Too often, in the past, disease has brought campaigns to disastrous ends; what it can do to a crowd of refugees, who are utterly careless, you perhaps now understand.

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2 Apr 43.
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Lt Col Hinde, Quarter

CIVIL AFFAIRS STAFF CENTRE CA/P/132

PRECIS OF 2nd LECTURE BY LT.COL. C.D. BYLES D.S.O.

CAMP SANITATION

CHOOSING THE SITE

Dry site, dry soon after rain - not elevated. Just enough slope for good runaway. Grass will not last. Soil: gravel, chalk covered with loam: sand gets in your toes; clay to be avoided. Subsoil: dig down 6' - 8' and see what you come upon; a layer to accept your soilage water. Keep away from villages, and, if malarious area, from water. Good drainage essential.

LAY-OUT

Tents or huts around the periphery, leaving large clear space. Latrines and ablutions distant from cookhouses and dining rooms, but near huts. Surface drainage. Store tents near road. Boxes and sacks for rubbish at key points; twice daily, march in line across camp, picking up refuse. "Keep the Camp tidy: you have to live in it". Canteen and surroundings.

SANITATION.

Fix the responsibility. Interior and surroundings of each hut are the care of occupants. In canteens, space behind the counter only is the responsibility of the canteen manager. Rest of the camp, sanitary squads with intelligent overseers, chosen from camp residents, who look after latrines, etc. Also special water squad.

COOKHOUSES

Large, but not for more than 1,000. Preparation and store rooms. Adequate cooking (ovens) and washing-up facilities. Swill bins with lids; waste, salvage. Removal. Cement or ash floors.

FLIES

Fly-proofing. "Rules for cookhouses": Health of cooks. Nominal roll. Washable overalls. Basin, soap, nailbrush, clean towel. No smoking. Clean dishcloths. Clean pots, pans, sinks, tables, chopping blocks, pastry boards. Fly-covers for standing foodstuffs. Weekly Diet Sheet to be hung up. Coal kept outside. Floors scrubbed with hot water and soap or soda, not left wet. Food must be served hot. Disposal of [illegible]

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SANITATION.

Fix the responsibility. Interior and surroundings of each hut are the care of occupants. In canteens, space behind the counter only is the responsibility of the canteen manager. Rest of the camp, sanitary squads with intelligent overseers, chosen from camp residents, who look after latrines, etc. Also special water squad.

COOKHOUSES

Large, but not for more than 1,000. Preparation and store rooms. Adequate cooking (ovens) and washing-up facilities. Swill bins with lids; waste, salvage. Removal. Cement or ash floors.

FLIES

Fly-proofing. "Rules for cookhouses": Health of cooks. Nominal roll. Washable overalls. Brush, soap, nailbrush, clean towel. No smoking. Clean dishcloths. Clean pots, pans, sinks, tables, chopping blocks, pastry boards. Fly-covers for standing foodstuffs. Weekly Diet Sheet to be hung up. Coal kept outside. Floors scrubbed with hot water and soap or soda, not left wet. Food must be served hot. Disposal of waste water; removal of grease by cooling and trapping.

DINING ROOMS AND CANTEENS

Many "Cookhouse" remarks apply here. Rooms must be clean and inviting. Tables 2' run. No wet floors. Flies. Ventilation with black-out. Sterilising cups, spoons, etc.

HUTS OR TENTS

Spacing of "beds". Tidiness. Warmth. Dry floors. Ventilation with black-out. No food inside. Bell tents, not more than 10. Huts 30 sq. ft. Tents, floor boards lifted once a week: raised paths; valances raised every day. Huts, windows open. Drying room or marquee.

ABLUTIONS

10% wash basins - one double-sided bench, 3', for 50; duckboards. Bathing pools. Shower and foot-baths. Keep dry as possible. Disposal of soapy water very serious problem. Sink pits; herring-bone trenches.

Latrines/

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LATRINES

5 for first 100: then 3 p.c. For women 5 p.c. Special for children. Special danger, fly-breeding.

(i) Bucket 10 ft. long superstructure gives 5 seats. Pailing lids. Buckets close-fitting below seats. Night-soil must be disposed of; removed, buried or burned.

(ii) Deep Trench. 6' - 8' deep, 3' wide, 10' long, gives 5 seats. Worth while having the trench carefully constructed; sides revetted; no matter if you reach water, so long as water supplies are not fouled.
When filled to within 3' of surface, close down and mark.

(iii) Shallow Trench. Temporary. 3' long X 2' deep X 9" wide. 2' apart. These breed flies, despite immediate covering with earth.

Urinals. Raised buckets - 3 p.c. Fresh buckets to replace filled. Troughs - 6' p.c.
Urine pits with funnels
Night urinals - 2 p.c. Night.

Incinerators Open for rubbish, closed for night-soil.
Fuel necessary. Improvising.

WATER SUPPLY

All water is unsafe until sterilised. First, clarification (diarrhoea), then sterilisation. Ample pure water, or people will drink impure. Sources; streams, lakes, wells, springs. Methods of sterilisation; boiling (tea), chemicals; mechanical purifiers. Importance of clean storage and distribution; taps, no dipping. Water sterilising outfits, individual.

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