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OBJECTIVE OF THE CANADIAN NAVAL SERVICE

To answer the question to what objective by way of STRENGTH is the Naval Service working it is essential to make abundantly clear the fundamental factors governing Canadian Naval Policy. These fall

- A. Political                      B. Geographic

Political    No possibility of war with U.S.A. as enemy.

                  No possibility of war without Naval Forces of Empire being on our side.

and from this we can conclude the main forces of an enemy will be neutralised and, further, that our problem is protection of our harbours and of trade in Canadian waters.

Geographic    Distance from East Coast base to West Coast base is -

Via Panama ..... 6,300 miles (14 days at 20 knots)

Via The Horn ..... 13,800 miles.

From this it must be clear that strategically our forces on each coast must rely on their own individual strength.

Finally, our policy is governed by the decision of successive Canadian Governments that our Naval forces should be Canadian manned. Though the fullest use of the Imperial training facilities should be made use of.

INTERNATIONAL SITUATION    Our Naval Policy must take account of the present international situation and from this we must contemplate as possible enemies Germany and Japan.

                  With this assumption we can assess a scale of attack -

Scale of Attack -

<u>East Coast</u>	<u>West Coast</u>
1 Capital Ship	-
1 8" Cruiser	2 8" Cruisers
1 Armed Merchant Vessel	2 Armed Merchant Vessels
1 Mineslayer	2 Mineslayers
2 Large Submarines	2 Large Submarines
4 Motor Torpedo Boats	6 Motor Torpedo Boats
12 Seaborne Aircraft	12 Seaborne Aircraft
Raiding Party of 250	Raiding Party of 250

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Needs to meet such Attacks

Capital Ships to meet an enemy capital ship are not contemplated as they are considered beyond our financial, manning and maintenance facilities.

Cruiser Attack is best met by Cruisers, but cruisers are not alone sufficient for our needs and while the need of them must never be lost sight of, owing to their cost and large personnel, it is not considered that cruisers can be contemplated at the present time.

Destroyers A Destroyer Force of one flotilla on each coast should, as has been repeatedly stated, provide reasonable Naval defence. The modern destroyer (tribal class with powerful gunarmament and moderate torpedo armament) is capable of fulfilling many of a cruiser's functions and with the number proposed should provide a real defence to cruiser attack. They are also an efficient counter to attack by Armed Merchant Vessels, Submarines or Minelayers.

A/S Vessels With the increasing powers of the modern Submarine specially fitted A/S craft are essential for defence of the approaches to Naval and commercial harbours and the focal areas of trade.

While the large numbers of these vessels required can be met by requisitioning of suitable craft in an emergency, a number on each coast are required for training personnel and to be immediately available at the start of an emergency.

A minimum of 4 on each coast is contemplated.

Minesweepers. For the safety of our harbours for Naval and commercial use, minesweepers are essential. Requirements for minesweepers are not confined to a single port on each coast.

Halifax, Sydney, Saint John on the East Coast, as well as the Gulf of St. Lawrence and the entrance to the St. Lawrence River; and Esquimalt, Vancouver, New Westminster and Prince Rupert on the West Coast will all require a minesweeping unit.

While use of requisitioned ships can be made, it is considered that 8 minesweepers on each coast should be provided.

NOTE: A/S and M/S Vessels - As a result of the present emergency it has been found that there are not enough commercial vessels capable of being converted into efficient A/S and M/S craft operating on the Canadian Coast. Hence the minimum number of each class of vessel which should be maintained for Canadian defence, (not including Newfoundland) in peace time is two per principal port on each Coast.

East Coast - Saint John, Halifax, Sydney - 6	
M/S plus 6 A/S . . . . .	12
St. Lawrence River (2) and Gulf (2).	
4 M/S plus 4 A/S . . . . .	8
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	20

West Coast - Esquimalt, Victoria, Vancouver,  
Prince Rupert, 8 M/S plus 8 A/S . . . . 16

Motor Torpedo Vessels The increasing development of this type of vessel by all Naval Powers shows the value attached to them for both offensive and defensive action. In the St. Lawrence area motor torpedo vessels should be of real value and a flotilla of 8, with a parent vessel, must be included in our ultimate Naval objective.

Personnel A prerequisite to any question of increase in the number of ships of the Royal Canadian Navy is expansion of personnel. Recruiting to the maximum extent of our training facilities has been carried out since 1937 and in the coming year (1939-40) provision for an increase of 360 in the Royal Canadian Navy has been made.

It may be possible to increase this rate of expansion as our programme developed but no less an increase annually is contemplated for the next few years.

Concurrently with the expansion of the Royal Canadian Navy, increase in numbers and training for the Reserve personnel is also proposed.

Base Defences and Facilities. Efficient bases at Halifax and Esquimalt is the basis of our Naval Plan. These bases must provide the facilities for storing, ammunitioning and maintenance of our forces and be protected by fortifications, boom and net defences, so as to ensure, in time of war, a safe harbour for all classes of vessels.

The ultimate Canadian Naval Objective may thus be stated as -

DEFENDED BASES - 2 Main Naval Bases - Halifax and Esquimalt  
2 Subsidiary Bases - Sydney and Prince Rupert

<u>SHIPS</u>	Capital Ships . . . . .	Nil
	Cruisers . . . . .	Nil at present
	Destroyers . . . . .	9 each coast - total 18
	A/S Vessels . . . . .	4 each coast - total 8
	Minesweepers . . . . .	8 each coast - total 16
	Motor Torpedo Vessels . . . . .	8 East Coast only - total 8
	Parent Vessels . . . . .	1 for Destroyers - West Coast
		1 for M.T.B.'s - East Coast

PERSONNEL

To expand the personnel of the Royal Canadian Navy to man and maintain this force and to build up reserve forces in proportion. The existing approved strength of the Royal Canadian Navy is 1,965 officers and ratings and this will require to be expanded to 6,000.

The approved establishments of the various Reserve forces and the figure to which each should be increased is as follows:

<u>Force</u>	<u>Approved Establishment</u>	<u>Proposed Establishment.</u>
R.C.F.R.	500	500
R.C.M.R.	500	700
R.C.N.R. (Fishermen)	400	400
R.C.N.V.R.	1,826	3,300

The Capital cost involved by these additions is:-

Construction of Ships in Canada and outfit Stores.....	\$ 63,500,000
Additions to Base at Halifax....	1,850,000
Additions to Base at Esquimalt..	1,010,000
Completion of Net Defences at Main and Subsidiary Bases..	2,500,000
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	\$ 68,860,000
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This would be spread over six years as a minimum and the maintenance cost of the Naval Service as then constituted would be:-

\$ 13,500,000 annually

Ottawa, 17th January 1939

APPENDIX I

EXPLANATION OF CAPITAL COST

Cost of construction in Canada of

12 Destroyers @ \$3,375,000 each will be \$40,500,000.

In addition the original outfit of stores, ammunition and torpedoes will cost \$400,000 per ship, or a total of \$4,800,000.

The cost of building in Canada of the other vessels required, namely twelve minesweeping trawlers, eight motor torpedo boats, eight anti-submarine vessels, two parent ships, two oil lighters and miscellaneous craft for operating booms, servicing the ship etc. - \$17,000,000.

Original stores and outfits of ammunition for these vessels will cost \$1,200,000.

Making a total for construction and fitting out for service of .....\$63,500,000

APPENDIX II

ESTIMATE OF MAINTENANCE COST OF THE ROYAL CANADIAN NAVY  
ON THE BASIS OF THE TOTAL PROPOSED EXPANSION

		Total
6 D Class Destroyers Tonnage 1375 Complement 150	each \$312,000-	\$ 1,872,000-
12 Destroyers (Tribal) Tonnage 1825 Complement 225	each \$435,000-	5,220,000-
16 Minesweepers Tonnage 696 Complement 22	each \$ 48,000-	768,000-
8 A/S Ships Tonnage 530 Complement 60	each \$128,000-	1,024,000-
8 M/T Boats Tonnage 20 Complement 12	each \$ 31,600-	252,800-
2 Parent Ships Tonnage 5,000 Complement 100	each \$259,000-	518,000-
2 Barracks	each \$867,000-	1,734,000-
2 Dockyards	each \$241,000-	482,000-
2 Armament Depots	each \$156,000-	312,000-
Headquarters, Ottawa, Civilian pay		170,000-
Courses abroad		150,000-
		<hr/> \$ 12,502,800-
Naval Stores		197,200-
Naval Reserves		800,000-
		<hr/> \$ 13,500,000 <hr/>

APPENDIX III

THE ESTIMATED COST OF CONSTRUCTION IN ENGLAND, 1934

12 Destroyers .....	per ship -	450,000	
Stores for Destroyers .....	"	80,000	\$27,000,000
12 Minesweeping Trawlers .....	"	47,000	4,800,000
6 Motor Torpedo Boats .....	"	35,000	2,120,000
6 A/S Vessels .....	"	100,000	1,400,000
2 Parent Ships .....	"	180,000	4,000,000
			1,800,000
			<u>1 pound sterling .....</u>
			<u>\$5.00</u>

It is not proposed to construct the following in England under any circumstances:

- { 2 Oil Lighters
- { Miscellaneous craft for operating booms, servicing ships, etc. 2,000,000
- Stores and Ammunition for vessels other than Destroyers 1,200,000

\$ 44,920,000

Ottawa, January 19, 1939.