PART II.—RE-ESTABLISHMENT OF RETURNED SOLDIERS.

First and foremost of the great reconstruction problems which first the Cabinet and later the Reconstruction and Development Committee of the Cabinet, had to solve was that of the re-establishment of the returning soldier in civilian life in a position not less favourable than the one which he had given up to serve his country, thus minimizing the financial sacrifice made by the soldier and at the same time contributing towards the restoration of the productive forces of the country. Since the soldiers who during the war returned from overseas came back wounded or at least unfitted for active service, the problem of their re-establishment in civil life first presented itself as a problem of hospital treatment. The first work in soldiers' civil re-establishment was, therefore, naturally performed by the Military Hospitals Commission. This Commission was established under Order in Council of June 30, 1915, to deal with the provision of hospital accommodation and convalescent homes in Canada, for officers and men of the Canadian Expeditionary Force who returned invalided from the front.

MILITARY HOSPITALS COMMISSION.

The commission, under the presidency of The Honourable Sir James A. Lougheed, P.C., K.C.M.G., undertook the provision of convalescent hospitals and homes for men returning invalided from the front. Houses for these purposes were offered, usually rent free, by many patriotic citizens. Gradually hospitals and convalescent homes were opened and arrangements were made with general hospitals, tuberculosis sanatoria, provincial hospitals for the insane and other institutions, for the reception and care of those who were returning disabled from overseas. By the beginning of 1917 the commission had accommodation for about 1,500 patients. During that year approximately 10,000 beds in 40 centres in nine provinces were made available, mainly in buildings of modern, yet inexpensive construction, equipped for the proper care and treatment of patients.

The most difficult and insistent problem which the Commission had to face was the provision of accommodation for men suffering from tuberculosis. In the hurry and rush of the early months of mobilization large numbers of men who had been passed as fit were found to be suffering from this disease in various stages. They lived in every province. It was necessary therefore to arrange for their care in every province. Through the co-operation of Provincial Governments, municipalities and local anti-tuberculosis associations with the Commission, extensions to existing sanatoria were erected, towards the cost of which the Provinces contributed. Provision of this class of accommodation involved far more than the mere erection
of pavilions, it involved additions to administrative buildings, including kitchens, dining rooms, storage facilities, laundry, power for light and heat, etc.

**DEPARTMENT OF SOLDIERS' CIVIL RE-ESTABLISHMENT.**

In April, 1918, the active treatment hospitals operated by the Commission were turned over to the Department of Militia and Defence, in order that that Department might care for the men who had not been discharged. The Military Hospitals Commission, which had then been merged into the Department of Soldiers' Civil Re-establishment, created under The Department of Soldiers' Civil Re-establishment Act, 1918 (8-9 Geo. V., chap. 42), retained responsibility for all cases of long duration, such as those suffering from tuberculosis and insanity and also all cases of recurrence of war disability after demobilization.

Under the new arrangement the peak of the load was reached, in so far as in-patients were concerned, on February 28, 1920, when there were 7,618 cases in hospital. The peak of the load in respect of out-patients was reached in November, 1920, when there were 2,137. On March 31, 1921, there were 6,264 in-patients and 540 out-patients. Of the in-patients, 889 were undergoing treatment for mental diseases and 1,376 for tuberculosis.

The Department was on March 31, 1921, operating directly or indirectly 31 hospitals and sanatoria with a total bed capacity of 6,781. The Department also operates general and special clinics for the treatment of recurrent war disabilities, (a) general treatment (medical and surgical); (b) special sense (eye, ear, nose and throat); (c) genito-urinary (all diseases of the tract); (d) chest clinics. Among the hospitals operated by the Department are two psychopathic institutions for all nervous and mental diseases.


A social service section is being operated by the Medical Branch among tuberculosis cases, neurological and mental cases, out-patients who are unable to work, and men, who though they do not require treatment, must be classed as sub-normal in the ordinary labour market.

As dietetics is now recognized to be one of the most important features of up-to-date hospital operation, the Department organized and developed a special dietary section, and dietitians, with assistants
where required, were placed in all hospitals operated by the Department. The result is that the food is better and is more effectively balanced in so far as caloric value is concerned, and when compared with the previously recognized system of food control, a marked economy in expenditure is to be seen.

As a consequence of the conclusion of reciprocal arrangements with various countries, the Department established a Foreign Relations Section in connection with the Medical Branch, for dealing with former members of the Canadian forces receiving treatment abroad and former members of the British and Allied forces receiving treatment in Canada.

Shortly after the Armistice, it was recognized that treatment might have to be provided for former members of the forces who were suffering from disabilities not directly attributable to war service but which might have been indirectly caused thereby, owing to a temporarily lowered physical resistance to epidemic or other conditions. Power was therefore taken to grant free treatment and medicine to all former members of the Forces who might fall ill during 12 months following the date of retirement or discharge. Some thousands of men in this way secured free medical treatment, a concession which was much appreciated.

Prior to February 24, 1917, no provision was made for the payment of former members of the forces who had suffered a recurrence of war disability. On that date an Order in Council was passed by the Department of Militia and Defence, (P.C. 508), under the authority of which all such men were specially re-attested for medical treatment, and the pay and allowance which they had received on service were granted. This continued in force until the active treatment hospitals operated by the Military Hospitals Commission were turned over to the Department of Militia and Defence, when a special scale of pay and allowances, based upon militia rates, plus an amount equivalent to Patriotic Fund allowances in respect of dependants, was substituted for the allowances under P.C. 508, and was payable by the Department of Soldiers’ Civil Re-Establishment. These rates, on the basis of a thirty day month, provided $33.00 per month for a private without dependants, $73.00 for a married man without children, with additional allowances for children; free clothing, where necessary, was granted. On September 1, 1920, the rates were increased to $45.00 for single men (inclusive of $7.00 per month in lieu of clothing issue) and $86 for married men without children, with additional allowances for children. In both cases special subsistence was granted for outpatients.

VOCATIONAL TRAINING FOR DISABLED SOLDIERS.

Prior to the Great War it had never been considered necessary to provide vocational training for men who were disabled by war. Apart from the payment of a small pension, these men were allowed to fend for themselves and often drifted into the ranks of the unemployed. The Government of Canada was the first of the Allied
Governments to recognize that the re-training of the disabled men at public expense was a necessary post-war problem, besides being a socially profitable investment for public funds. The Military Hospitals Commission was authorized to provide facilities for such re-training and for the issue of pay and allowances while this re-training was in progress. Arrangements were made for the opening of special schools, for the utilization of existing provincial and private institutions, and for the placing of men in industries where an intensive apprenticeship to the new trade could be carried out. As an adjunct a special employment and follow-up service was established. Large numbers of disabled men availed themselves of these facilities, the peak of the load being reached in March, 1920, when upwards of 26,000 (inclusive of minors referred to below) were undergoing training. The total who had taken training prior to March 31, 1921, was 50,996, of whom 38,994 had graduated. Of the balance, 2,990 at that date were undergoing training and 9,012 had discontinued their courses for various reasons. These men were trained in 421 distinct occupations. Follow-up statistics showed that 66.01 p.c. of the number trained in Departmental schools, 79.36 p.c. of those trained in outside schools, and 73.19 p.c. of those trained in industries, were subsequently employed in the line of work in which they were trained, or an average of 71.96 p.c.

At the commencement of the vocational training work two policies were open to the Government: (1) To take the men and train them in highly skilled trades, such as carpenters, printers, plumbers, machinists, etc., which, without previous skill in these trades to build upon, would have taken from one to three years or possibly more. (2) If the men were skilled in some occupation, to build upon that foundation, by training in some lighter occupation closely allied to it, where former experience might be made use of, or if there was no previous skill to build upon, to train in some occupation, not piece work, where a full wage could be earned in from 6 to 8 months. The second method has been adopted as a general principle. It may be added that those who received training have ranged in age from youths to men of 50 years, in education, from the illiterate to the university student, industrially, from the lowest grade labourer to the most highly skilled mechanic.

An important sub-division of the vocational courses was the training provided for minors who enlisted under the age of 18 and thus suffered a serious interruption of their apprenticeship or education. This branch of the work of the Department of Soldiers' Civil Re-establishment was commenced in the spring of 1919. The number of minors to whom courses were granted was 11,584, 8,091 of whom had graduated by March 31, 1921, while 251 were still in training and 3,242 had for various reasons discontinued their courses.

Another aspect of the training activities which have been developed is that of occupational therapy in the hospitals. It was found in the early stages of the work that time hung heavily on the hands of the convalescent, and it was determined to establish classes and war occupations which would relieve the tedium. This branch of
the work has been most successful. A special corps of ward aides was trained and it became a regular part of the procedure in all departmental hospitals for men to spend a portion of the day in performing some useful occupational work. This training is often commenced while the patient is bed-ridden. The sale of the articles produced has proved a welcome addition to the Departmental allowances.

RE-TRAINING OF THE BLIND.

The re-training of blinded soldiers is an important branch of the Department's activities. Their training, as was early recognized, must be of such a character as to enable them to adjust themselves to a new condition and to develop to the greatest extent the senses of touch and hearing. The blinded soldiers are taught how to be blind. Blinded soldiers formed a very small percentage of the casualties of the Great War, the number receiving pensions on account of blindness or impaired eyesight being 1,966, of whom 192 had sight so impaired as to require re-training, 110 of these being totally blind or having only a perception of light. Arrangements were made by the Department of Soldiers' Civil Re-Establishment whereby all in this condition who wished to do so might receive training at St. Dunstan's Hostel, Regent's Park, London. The Department also entered into arrangements with the Canadian National Institute for the Blind for the training at Pearson Hall, Toronto, of those who did not avail themselves of the facilities provided at St. Dunstan's, and for a special post-graduate course for those who did. Further, provision has been made through the Institute, at the expense of the Government, for after-care and for establishment in business of those capable of looking after themselves. Blind soldiers have received training in such industries as massage, poultry farming, carpentry, piano-tuning, stenography, broom-making and telegraphy.

PROVISION OF ARTIFICIAL LIMBS AND APPLIANCES.

The Military Hospitals Commission recognized in June, 1916, that in order adequately to give effect to the Government's policy of caring for disabled members of the Canadian Expeditionary Force, it was necessary to supply artificial limbs to those men who had suffered amputation as a result of their war service. Prior to this date the manufacture of these appliances had been in the hands of private firms in Canada and the United States and no standard type was universally available, while the number of experienced limb fitters and surgical appliance makers was limited. The essential thing was that the Government should be in a position to control and to standardize the issue of these appliances, in view of the fact that renewals and repairs would have to be issued in all parts of Canada. It was therefore decided to establish a Governmental organization independent of private interests. Further it was recognized that this industry would form a very useful and remunerative occupation for a number of returned men who had themselves suffered amputation. The first government artificial limb factory was temporarily
opened at 47 Buchanan Street, Toronto, and the work grew to such an extent that the largest and most up-to-date factory in Canada with fitting depots in all the principal centres is operated by the Department of Soldiers’ Civil Re-establishment. An experimental branch is maintained, which is constantly engaged in devising and developing new designs and improvements on existing appliances. The Department is also manufacturing surgical appliances such as splints, braces, belts, corsets, orthopaedic boots, spectacles, etc. Since the commencement of the work in 1916, 89,397 appliances of all kinds have been issued, 37,135 of them during the fiscal year ended March 31, 1921, the latter number including 15,152 repairs.

**POST-DISCHARGE DENTAL TREATMENT.**

The Dental Branch of the Department was established, not for the purpose of providing dental services for every ex-member of the forces, but to serve when necessary as an adjunct in the restoration of such ex-members of the forces to normal health and strength. Those entitled to dental treatment by the department are: (1) Ex-members of the forces on the treatment or training strength of the Department. This class receives dental treatment only when it is indicated by the unit’s medical director that such treatment will improve the man’s general condition. (2) Ex-members of the forces who require dental treatment for repair or direct damage to the jaw or teeth resulting from war service. This class includes cases of recurrence of infected mouth due to service which require treatment for a toxic systemic condition, due to the recurrence of oral infection. These men are placed in the same position as those suffering from any other physical disability due to service, and receive either full pay and allowances or are taken on the strength as out-patients, being granted allowances for the time lost in attending for treatment, according to the circumstances of the case. (3) Ex-members of the forces referred to the Department by the Board of Pension Commissioners when it is considered that dental treatment is necessary to lower pensionable disability.

The number of dental services rendered in Departmental clinics from January 1, 1920, to March 31, 1921, consisted of 207,308 operations. In addition 754 patients were treated by other than departmental salaried dentists. It has been found that the installation of dental clinics in the hospitals of the Department has resulted in many cases in a material improvement in the condition of the patients. This has been found particularly the case in tuberculosis sanatoria, and several instances have been discovered where an apparent chest disability has entirely disappeared when an unknown dental disability has been discovered and remedied. The dental branch has also dealt with a number of facial war injuries where bone grafting has been required and where complicated prostheses have been fitted.
EMPLOYMENT OF DEMOBILIZED SOLDIERS.

It was early recognized that not only was it necessary to provide medical treatment for a returned soldier, but that he should be introduced to employment when in a fit condition to work. In October, 1915, the secretary of the Military Hospitals Commission was directed to prepare a report on the subject of the provision of employment for members of the Canadian Expeditionary Force on their return to Canada and the re-education of those unable to follow their previous occupations because of disabilities. The report with appendices was printed as a blue book and is one of the first documents issued by any Government in connection with employment after the great war and is the first which contained definite proposals regarding re-training of the disabled. It was pointed out in this report that all those who returned would be found to be in one of the following classes:—(1) “Able-bodied men for whom the situations and positions they left have been kept open by patriotic employers.” (2) “Able-bodied men who were out of work at the time of enlistment or who have been superseded in their absence; and invalided and wounded men similarly situated who will become able-bodied after a period of rest in a convalescent home.” (3) “Invalided and wounded men who are unable to follow their previous occupation by reason of their disability, but who will be capable after proper training, of taking up other work.” (4) “Men who are permanently disabled and will be unable to earn their own living under any circumstances.”

A scheme outlined for close co-operation between the Federal and Provincial Governments resulted in a conference between the Military Hospitals Commission and the various Provincial Governments in October, 1915. At that conference an agreement was reached for the creation of Provincial Returned Soldiers’ Employment Commissions. All the provinces took up this work and each Commission was regarded as a sub-committee of the Military Hospitals Commission. The Provincial Commissions came into direct contact with the returned soldier, his wishes, his causes for complaint, etc., and the officers of these Commissions were able to interpret to the soldiers the desires and policies of the Government in their behalf. They were also instrumental in securing employment for a large number of men.

EMPLOYMENT CONDITIONS.

The sudden cessation of hostilities in November, 1918, brought the Dominion Government face to face with the problem of assimilating at short notice into the industrial life of the nation about 350,000 men who had been absent on service for periods varying up to five years. At that time there were only twelve Dominion-Provincial Employment offices in Canada, and the provincial organizations were unable to handle the work. The Department of Soldiers’ Civil Re-Establishment therefore issued a questionnaire which was filled in by all soldiers overseas, and by March 1, 1919, it was possible to form a fair working estimate of the probable distribution of the
returning men by trades and territorial areas. In co-operation with various Provincial Governments and the Dominion Department of Labour the chain of employment offices was quickly extended until every city in Canada had one or more free government employment offices. Arrangements were made to connect unemployed workers in one district with unfilled vacancies in another. A special rate of 1 cent per mile was arranged with the railways, and through the creation of special sections for dealing with professional and business men and handicapped men, a large number of such persons found employment.

The Department went further and assisted the men who were confronted with problems arising from their absence from home and normal occupation, such as adjustment of business, financial and family affairs, settlement of claims for gratuity, pay and allowances, working pay, pensions, refund of transportation, housing, etc. Through the dissemination of correct information and such assistance as is outlined above, the Information and Service Branch of the Department proved a tranquilizing feature in the industrial life of the Dominion and in calming unrest among the returned men themselves. Efforts were made to open new avenues of employment, and specially skilled men were engaged to study various angles of the industrial situation and to assist firms in solving the problems connected with the substitution of Canadian for foreign labour without disorganizing their plants.

This branch of the work, so far as the Department of Soldiers' Civil Re-Establishment is concerned, was demobilized in June, 1920, except in regard to assistance in obtaining employment given to vocationally trained or handicapped men. During the period of its existence, the total number of positions found was 175,157 and the actual number of men placed was 109,493. The total number of inquiries for information and assistance dealt with exceeded 1,218,000.

SPECIAL RELIEF TO UNEMPLOYED RETURNED MEN, 1919-1921.

During the latter part of 1919, it was apparent that the problems of re-establishment had not been fully solved and that a measure of unemployment relief would be required during the winter of 1919-20. A sum of money was voted for this and other related purposes and a total of $7,058,989.34 was expended, of which $256,069.40 was for administration. Of this expenditure the sum of $4,983,691.50 was for unemployment relief. This relief work was carried out by cooperation between the Department of Soldiers' Civil Re-Establishment and the Canadian Patriotic Fund. The distribution of the money allocated was intrusted to the Canadian Patriotic Fund and commenced in Christmas week, 1919. Applicants registered for work for whom no positions were immediately available and who stated that they were in need were referred to the Canadian Patriotic Fund so that their cases might be investigated and assistance given, if necessary, from the Dominion emergency appropriation. A considerable number of applications were received from men who had exhausted
their war service gratuity, also from others, who while still employed claimed they were not receiving sufficient remuneration to provide their families with the necessities of life.

It was not intended to repeat the relief measures during the winter of 1920-21, but owing to the large amount of unemployment, two Orders in Council were passed under which authority was granted to the Department of Soldiers’ Civil Re-establishment to grant medical and surgical treatment to unemployed former members of the Forces and relief to former members of the Forces who were pensioners or who had received vocational training on account of disability, until March 31, 1921. It was found that some extension of the latter relief was necessary and a further Order in Council was passed granting such extension to these classes of returned soldiers who had dependants, until April 23, 1921.

The monthly amount of relief granted during 1921 was as follows: Man and wife to March 31, $75, to April 23, $65; First child under 16 (girl 17), to April 23, $12; 2nd child under 16 (girl 17) to April 23, $10; Single man without dependants (maximum allowance) to March 31, $50; Single man with dependants, same as married man.

The relief given in 1919-20 was in cash, that in 1920-21 in kind only. The expenditure during the past winter for relief amounted to about $1,500,000.

LOANS TO VOCATIONAL AND UNIVERSITY STUDENTS.

In November, 1919, on the recommendation of the Parliamentary Committee on Pensions and Re-Establishment, which had recently concluded its sittings, an Order in Council was passed authorizing the Department of Soldiers’ Civil Re-Establishment to make loans to certain classes of former members of the Forces.

The Department of Soldiers’ Civil Re-Establishment was authorized at its discretion to advance by way of loan to those disabled men who have been re-trained and who are in need of same, a sum not exceeding $500 for the purchase of tools and equipment necessary to establish them in their new occupation, such loans to be repayable within five years from date of issue without interest. Further the Department of Soldiers’ Civil Re-Establishment was given authority at its discretion to advance by way of loan to those men who are disabled and who are in need of same, a sum not exceeding $500, to enable them to pursue any course of training or education that was substantially interrupted by war service, providing in all cases that the disability was of such a nature as to make assistance necessary, and provided further that such men are not entitled to or have not taken training under the Department of Soldiers’ Civil Re-Establishment; all such loans to be repayable in five years without interest.

In order to carry on this work a special division of the Vocational Branch was created and special officers were appointed in the various units. Before the granting of a loan, careful inquiry is made into the reasons advanced and into the prospects of successful operation. A chattel mortgage, where possible, is secured and arrangements
are made for repayment in small amounts. The number of applications for loans approved to March 31, 1921, was 1,630 and the amount approved $590,454.76. The number of occupations in which men have been assisted by loan is 83. In such occupations as plumbing, carpentry, cabinet-making, etc., the actual tools required by a journeyman are purchased to enable him to obtain employment at the prevailing rates. Without these tools this could not be done. It is estimated that $150,000 will meet the loan expenditure of the Department during the present fiscal year.

The work of the Department of Soldiers' Civil Re-establishment has necessarily been of a temporary character, to be finished when the process of re-establishment is complete. That this work has already proceeded far toward completion is evidenced by the progressive decline in the number of its staff from 9,035 in March, 1920, to 5,485 in March, 1921. In spite of this transitory character, its work has been of a highly constructive and socially valuable nature. Setting aside the consideration that the expenditure on this Department is a debt of gratitude which the nation owes to its defenders, that expenditure is also a great investment in human life, in increasing the efficiency of human beings, many of whom are more or less impaired in earning power by their experiences in war. Impairment of human beings, however, goes on also in time of peace, and the experience gained in the course of the work of the Department of Soldiers' Civil Re-establishment may yet be of use in carrying on a permanent work of what may be called human conservation.

SETTLEMENT OF RETURNED SOLDIERS ON FARMS.

Canada is still a predominantly agricultural country. Generally speaking, Canada is prosperous when the crops are good and high prices prevail, and depressed when the contrary is the case. It was natural, therefore, that special efforts should be put forth by the Government to enlist as many as possible of the able-bodied returning soldiers in an occupation which is never overcrowded and which involves the opening up of large areas of new lands and a fundamental addition to primary production and thereby to the national wealth.

Such soldiers, however, were not all likely to be in possession of sufficient capital to enable them to commence farming on their own account. If they were to do so it was necessary that the Government should finance their operations. Accordingly in 1917 the Soldier Settlement Board was organized and empowered by chapter 21 of that year's statutes to assist eligible and qualified returned soldiers to settle upon the land. Loans were authorized for the purchase of live stock and equipment and the erection of permanent improvements on Dominion Lands and also for the removal of encumbrances on farms held by war veterans. In February, 1919, an Order in Council was passed extending the scope of the work and enabling the Soldier Settlement Board to purchase for returned men agricultural lands in any province. That Order in Council was confirmed by chapter 71 of the statutes of the same year.
Subject to regulations requiring previous adequate practical farming experience in Canada and general fitness, members of the C.E.F. who saw service outside of Canada are eligible for the benefits of the Act, as well as those whose service was not outside of Canada but who are receiving or have received a service pension. The benefits of the Act also apply to ex-members of any of the Imperial, Dominion or allied forces who resided in Canada prior to the war, and to members of the Imperial and Overseas Dominion Forces who saw service out of their own country. Imperial or Dominion ex-service men not resident in Canada at the outbreak of the war, will, however, be required to work on a farm in Canada to gain experience before they are qualified to participate. These latter are also required to have sufficient working capital to maintain themselves and their dependants until returns from the land are forthcoming and to pay down twenty p.c. of the cost of land, stock, implements and buildings.

Since the commencement of operations, 59,331 returned soldiers have made application for certificates of qualification. The consideration of these applications involved an examination of every applicant's war service and a close investigation of his past farming knowledge and ability, his moral risk, physical and general fitness and personal capital and assets. In most cases the Board or its Qualification Committee have had to interview the applicant in person. If an applicant is qualified he is granted a certificate and may make application for a loan forthwith. If he lacks experience he is recommended to secure employment on a farm until he is able to satisfy the Board that he possesses the required knowledge of farm management. Training centres were organized and maintained by the Board in several provinces, and until May 1, 1921, pay and allowances were granted to men, especially those with families, during the period of training. All training centres have been closed and are being disposed of. The only training now recognized is practical experience under ordinary conditions and on the basis of wages current for farm labour.

Of the 59,331 applicants, 43,063 were granted qualification certificates. Six hundred and fifty-one are now obtaining further practical farming experience before being considered as qualified. A number of the remainder are still in abeyance, while others have been disqualified or recommended for practical training.

To qualified persons, loans may be granted up to $7,500 at five per cent interest, repayable on the amortization plan, in six annual instalments in the case of loans for stock and equipment, and in 25 annual instalments in the case of land and buildings. There are three classes of loans:—On purchased lands: up to $4,500 for land purchase, up to $2,000 for stock and equipment and up to $1,000 for permanent improvements; on agricultural lands already owned by settler, up to $3,500 for the removal of encumbrances, up to $2,000 for stock and equipment and up to $1,000 for permanent improvements, provided the total does not exceed $5,000. The following
Settlement of Returned Soldiers on Farms

The figures show by provinces the number of men settled on the land and the total amount of loans approved.

<table>
<thead>
<tr>
<th>Province</th>
<th>No. Loans</th>
<th>Amount in $</th>
</tr>
</thead>
<tbody>
<tr>
<td>P.E.I</td>
<td>313</td>
<td>866,186.00</td>
</tr>
<tr>
<td>N.S.</td>
<td>361</td>
<td>1,200,576.42</td>
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<tr>
<td>N.B.</td>
<td>491</td>
<td>1,504,135.47</td>
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<tr>
<td>Que.</td>
<td>341</td>
<td>1,744,991.46</td>
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<tr>
<td>Ont.</td>
<td>1,442</td>
<td>6,337,362.52</td>
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<tr>
<td>Man.</td>
<td>3,251</td>
<td>13,445,460.47</td>
</tr>
<tr>
<td>Sask.</td>
<td>4,927</td>
<td>19,425,238.05</td>
</tr>
<tr>
<td>Alta.</td>
<td>5,785</td>
<td>23,048,972.16</td>
</tr>
<tr>
<td>B.C.</td>
<td>2,880</td>
<td>12,798,827.93</td>
</tr>
<tr>
<td><strong>Canada</strong></td>
<td><strong>19,771</strong></td>
<td><strong>$80,371,750.48</strong></td>
</tr>
</tbody>
</table>

Loans were granted for the following purposes: $

- To purchase Land: 44,405,542.61
- To remove encumbrances on land owned by settler: 1,917,582.66
- To erect permanent improvements: 9,039,865.14
- To purchase stock and equipment: 25,008,760.07

Total: 80,371,750.48

There are 14,072 settlers on purchased lands with loans of $69,259,608.30; 1,964 on encumbered lands with loans of $4,742,778.00 and 3,735 settlers on Dominion lands with loans of $6,369,364.18. The average loan per settler is $4,065.13.

By Order in Council, all Dominion lands within a radius of 15 miles of any railway were reserved for returned soldiers. Eight thousand seven hundred and seventy-two of these men have taken advantage of this reservation and have occupied free lands, of whom 3,100 received from the Board financial assistance to purchase live stock and farm implements and to erect buildings. The total of men who have gone on the land under the ægis of the Board is 25,443, including 19,771 who as shown above have received financial assistance. In the three prairie provinces, where Dominion lands were available, every eligible returned soldier was entitled under the Act to a soldier grant of 160 acres and in addition to this soldier grant he was free to exercise his civilian right to homestead another 160 acres. The average soldier grant and homestead taken up by returned men is 240 acres, making a total area of free lands granted of over 2,000,000 acres.
The total area of land occupied by soldier settlers under the Act is 4,854,799 acres, made up as follows:

- Purchased land ........... 2,153,184 acres
- Encumbered land .......... 360,227 "
- Soldier grants (with loans) ...... 980,108 "
- Soldier grants (without loans) ... 1,361,280 "

Total: 4,854,799 "

The average size of farms varies according to provinces, the largest being in the Prairie Provinces and the smallest in British Columbia. The following figures show the average acreage of farms and average cost per acre, by provinces:

<table>
<thead>
<tr>
<th>Province</th>
<th>Average Acreage</th>
<th>Average cost per acre</th>
</tr>
</thead>
<tbody>
<tr>
<td>P.E.I.</td>
<td>86</td>
<td>$27.70</td>
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<tr>
<td>N.S.</td>
<td>140</td>
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<td>N.B.</td>
<td>138</td>
<td>$18.40</td>
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<td>Que.</td>
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<td>Ont.</td>
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<td>Man</td>
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<tr>
<td>B.C.</td>
<td>63</td>
<td>$48.36</td>
</tr>
</tbody>
</table>

In purchasing land or stock and equipment, the settler makes his own selection and drives the best bargain he can with the vendor. Before the Board will purchase, it requires appraisal by its own official, in order to ensure that the expenditure of public money is safeguarded and that no more than value is paid. In this way, the Board has saved large sums of money to returned soldiers in purchasing land, and an amount aggregating $3,632,421.36 has been cut from the prices stated in the applications as the vendor’s lowest price. This is an average saving over the whole Dominion of over seven and a half per cent.

In 1919 the Government gave the Board power to withdraw from Forest Reserves land that was suitable for agriculture and the first area withdrawn was a portion of the Porcupine Forest Reserve in Saskatchewan. This was thrown open July 1, 1919, for free entry and 150 new settlers went in and established a camp. Burning of brush land was undertaken, a station was built at Prairie River on the C.N.R. and considerable work has been done in order to afford facilities for the new settlers. The Board also was given power to declare “settlement areas” where lands are being held from cultivation. The Board may purchase these lands at a figure to be decided by the Exchequer Court, if the owners are unwilling to sell at the price offered. Other large areas of idle lands in the Western Provinces have come into the possession of the Soldier Settlement Board and have been disposed of to returned soldiers. Some of these areas
As no cash payment is required on stock and equipment the security
well as to thousands of sheep, swine, poultry and farm implements.
The Board holds title in this way to 38,363 horses and 62,201 cattle as
for the amount advanced is the stock and equipment itself. The
result that on purchases amounting to $14,055,470.10 a saving of
prices is given returned men, with the
buildings, fences, etc. This reserve is near
On the Mistawasis and Muskey Lake Reserves,
which were opened for settlement in August 1920, each of the settlers
broke up 20 to 60 acres. The same development is proceeding
in other Indian Reserves and in the grazing leases which have reverted
to the Government. On the Pope Lease near Calgary, Alta., settlers
broke up 2,631 acres, erected buildings valued at $17,000 and fencing
at a cost of $2,605.
As with the land, the settler makes his own selection of farm
implements and stock, but the Board exercises supervision in the
purchase in order to secure the best possible value. By an arrange­
ment with manufacturers of farm machinery, wagons and other
equipment, a substantial cut in prices is given returned men, with the
result that on purchases amounting to $14,055,470.10 a saving of
810,334.06 has been effected. Live stock to the value of $10,562,-
239.11 has been purchased for soldier settlers. All stock and equip­
ment is purchased by the Board and resold on lien agreements.
As no cash payment is required on stock and equipment the security
for the amount advanced is the stock and equipment itself. The
Board holds title in this way to 38,363 horses and 62,201 cattle as
well as to thousands of sheep, swine, poultry and farm implements.
The following figures show the average cost of live stock by provinces:

<table>
<thead>
<tr>
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</tr>
</thead>
<tbody>
<tr>
<td>P.E.I</td>
<td>186.66</td>
<td>83.84</td>
<td>10.95</td>
<td>18.64</td>
<td>0.55</td>
</tr>
<tr>
<td>N.S.</td>
<td>144.04</td>
<td>71.72</td>
<td>11.29</td>
<td>17.71</td>
<td>1.09</td>
</tr>
<tr>
<td>N.B.</td>
<td>163.77</td>
<td>61.36</td>
<td>9.24</td>
<td>15.82</td>
<td>0.89</td>
</tr>
<tr>
<td>Que</td>
<td>127.54</td>
<td>72.49</td>
<td>11.90</td>
<td>16.39</td>
<td>0.91</td>
</tr>
<tr>
<td>Ont</td>
<td>142.22</td>
<td>98.73</td>
<td>14.51</td>
<td>18.26</td>
<td>0.77</td>
</tr>
<tr>
<td>Man</td>
<td>178.28</td>
<td>67.04</td>
<td>13.38</td>
<td>15.39</td>
<td>0.93</td>
</tr>
<tr>
<td>Sask</td>
<td>166.16</td>
<td>77.88</td>
<td>11.28</td>
<td>15.17</td>
<td>0.90</td>
</tr>
<tr>
<td>Alta</td>
<td>142.80</td>
<td>82.52</td>
<td>12.20</td>
<td>18.80</td>
<td>0.94</td>
</tr>
<tr>
<td>B.C</td>
<td>152.94</td>
<td>116.80</td>
<td>15.29</td>
<td>15.28</td>
<td>0.77</td>
</tr>
<tr>
<td>Dominion average</td>
<td>156.65</td>
<td>83.42</td>
<td>12.66</td>
<td>16.99</td>
<td>0.82</td>
</tr>
</tbody>
</table>
The system of supervision inaugurated by the Board keeps track of the operations of all the men to whom loans are granted. In the early stages of a settler's farm career he will be visited possibly two or three times. The supervisor gives him advice concerning the best methods to be employed in making the farm a success. He is advised to purchase the live stock and machinery he needs, while in all cases care is taken to see that he is not overloaded with implements he does not need or with stock he cannot feed. If the settler shows satisfactory progress, supervision is relaxed. It may be, however, that the settler will not accept the advice proffered. In that case the supervisor can only assist in the purchase of his stock and equipment and visit him to see that he is not impairing the value of the Board's security. If it is found that the Board's security has been diminished by the actions of the settler and that he is losing ground and will not be able to meet his obligations, the matter of securing a return of the land to the government comes up for consideration. It has been noted that in many cases of failure the men have been those who steadily declined to accept the friendly advice and assistance of the supervisor. The field supervisor is in a position to understand the needs of each individual settler and advises him as to what should be purchased and what will be paid for by the Board. If he buys stock on his own initiative, he is not entitled to financial assistance to pay for it, unless the supervisor finds that he has purchased to advantage and that the animals are necessary to his progress.

A Home Service Branch of the Soldier Settlement Board was established for the purpose of giving help and encouragement to the wives of the settlers, many of whom are from the Old Land. The Home Service Branch has gained the hearty co-operation of such organizations as the Red Cross, Canadian Patriotic Society, Women's Institutes, G.W.V.A., etc. Free courses of instruction in home economics and farm subjects, such as poultry, dairying, etc., are provided by the Board with the co-operation of Provincial Departments and many organizations, including extension departments of the universities, Red Cross, etc. Thirty-three courses have been held and approximately 2,000 women have taken advantage of the instruction offered.

For economy of administration and efficiency in collections, standard dates of payment have been fixed in all contracts. In Ontario and the east, that standard date is November 1, and in Manitoba and west of that province it is October 1. In the fall of 1920, 12,361 settlers who had been established in 1918 or 1919 had payments of $2,315,181.05 falling due. On March 31, 1921, 8,993 or 72.7% of these settlers had paid $1,159,569.57 or 50.1% of the actual payments owing. In addition, 1,146 settlers made part payment in advance—that is, before they had any payment at all due. These prepayments amounted to $794,122.90, so that the amount actually collected in instalments amounted on March 31, 1921, to $1,953,692.47. Considering the collapse of markets in the middle of threshing, it is felt that the showing is a remarkably good one. Settlers numbering 329 have repaid their loans in full. Of these 135
have sold out and have given up farming, while 194 are continuing to operate their farms.

By reason of death, ill health, failure to succeed, or lack of desire to carry on, 1,470 loan beneficiaries are under advisement as to the desirability of adjustment. Of these, 200 have been sold out completely. In these completed cases, there was invested $708,708.79, and the actual receipts on re-sale were $711,335.89.

The 1920 crop returns received by the Board show a total of $13,953,178 worth of main crops produced by soldier settlers. Some of the chief items are:

<table>
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</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>bushels.</td>
<td>bushels.</td>
<td>bushels.</td>
<td>bushels.</td>
<td>tons.</td>
<td>tons.</td>
<td>$</td>
</tr>
<tr>
<td>P.E.I</td>
<td>4,100</td>
<td>68,600</td>
<td>1,300</td>
<td>1,250</td>
<td>180</td>
<td>6,500</td>
<td>278,120</td>
</tr>
<tr>
<td>N.S.</td>
<td>630</td>
<td>40,518</td>
<td>187</td>
<td>1,417</td>
<td>119</td>
<td>6,930</td>
<td>318,063</td>
</tr>
<tr>
<td>N.B.</td>
<td>4,840</td>
<td>95,775</td>
<td>830</td>
<td>500</td>
<td>278</td>
<td>9,705</td>
<td>393,332</td>
</tr>
<tr>
<td>Que.</td>
<td>1,575</td>
<td>35,419</td>
<td>2,756</td>
<td>5,732</td>
<td>7,592</td>
<td>1,493</td>
<td>290,930</td>
</tr>
<tr>
<td>Ont.</td>
<td>54,167</td>
<td>578,300</td>
<td>48,845</td>
<td>77,438</td>
<td>254</td>
<td>21,432</td>
<td>1,285,380</td>
</tr>
<tr>
<td>Man.</td>
<td>555,804</td>
<td>858,049</td>
<td>169,293</td>
<td>62,000</td>
<td>-</td>
<td>74,305</td>
<td>2,168,000</td>
</tr>
<tr>
<td>Sask.</td>
<td>1,124,468</td>
<td>1,522,292</td>
<td>76,049</td>
<td>86,288</td>
<td>23,959</td>
<td>63,882</td>
<td>3,495,329</td>
</tr>
<tr>
<td>Alta.</td>
<td>886,644</td>
<td>3,146,572</td>
<td>241,814</td>
<td>57,105</td>
<td>31,339</td>
<td>102,702</td>
<td>3,997,137</td>
</tr>
<tr>
<td>B.C.</td>
<td>59,158</td>
<td>230,308</td>
<td>5,710</td>
<td>16,180</td>
<td>5,427</td>
<td>19,181</td>
<td>1,775,935</td>
</tr>
<tr>
<td>Canada.</td>
<td>2,691,194</td>
<td>6,573,833</td>
<td>546,554</td>
<td>307,910</td>
<td>69,178</td>
<td>306,080</td>
<td>13,953,178</td>
</tr>
</tbody>
</table>

PENSIONS.

The war cost to Canada 56,634 lives, including 2,892 officers and 53,742 of other ranks, a large proportion of whom left dependants behind them. Further, 6,347 officers and 143,385 of other ranks sustained wounds which in a large percentage of cases permanently impaired their earning capacity. It was now incumbent upon the nation to recognize its obligation to make provision for the families of those who lost their lives while on active service, and for compensating as far as possible the living for the partial decline or the total loss of their earning power, consequent upon wounds received while on active service. Since both the cost of living and the prevailing rates of wages rose continuously during the course of the war, it was natural and just that pension rates should be correspondingly increased.

Before the war the regulations regarding pensions were contained in the Pay and Allowance Regulations of the Department of Militia and Defence. At that time pensions were paid for disabilities and deaths which resulted from military service in the permanent force or during paid service in camps, etc., the pension for total disability being only $150 a year.

As soon as casualties began to appear in the Canadian Expeditionary Force the inadequacy of the pensions previously paid became evident, and on April 29, 1915, an Order in Council was passed amending the Pay and Allowance Regulations and increasing the pension
rates. In that Order in Council the rate for total disability was fixed at $264 per annum, an amount which was also fixed as the pension for the widow of a member of the forces killed in action.

During the next session of Parliament it was realized that the rates of pension were still quite inadequate, and a Parliamentary committee was appointed to consider the whole question. This committee reported to Parliament towards the end of the session and as a result of its report, an Order in Council was passed on June 3, 1916 (P.C. 1334), putting its recommendations into effect. The pension for total disability was raised to $480 per annum and the pension for the widow was raised to $384 per annum. Pensions at the rate of $288 per annum were paid to widowed mothers and incapacitated fathers who had been wholly or mainly dependent on the soldier son. Previously the widowed mother could get pension only when she was dependent on her son.

The above rates remained in force until October 20, 1917, when a further Order in Council was passed, again raising the rates as from April 1, 1917. The pension for total disability was fixed by that Order in Council at $600 per annum and the pension for the widow and dependent parent at $480 per annum. The rates of pension for the children were also increased at this time, while a married soldier was allowed an additional amount.

On December 21, 1918, a further Order in Council (P.C. 3070) was passed which did not change the rates of pension but which provided for the pensioning of a dependent parent at a partial rate of pension, where such parent was only partially supported by a deceased son. It was no longer necessary for such parent to prove that the deceased son had been the whole or main support. An Order in Council of January 2, 1919 (P.C. 3205), increased the allowances paid for children.

During the session of 1919, another Parliamentary committee was appointed, which recommended, among other things, that the pensions should be increased by a bonus of approximately 20 per cent, making the pension for total disability $720 per annum and the pension of the widow or dependent parent $576 per annum. The rates for the wife of a disability pensioner and for certain children were also increased.

At the 1920 session of Parliament a further committee recommended an increase in the bonus from September 1, 1920, in such a manner that totally disabled soldiers now receive $900 per annum and the widow or dependent parent $720 per annum. It is to be noted that the pension for a parent is contingent upon the income of that parent. It is only when the parent has no income whatever that the maximum pension of $720 per annum can be paid. In the case of a widowed mother no deduction from pension is made for her earnings or on account of her having free lodgings, or on account of her having an income of $20 or less a month.

It is interesting to compare the rates paid for the average family since the beginning of the war. In 1914-15 a totally disabled man,
wife and three children received $27.50 a month. In 1915-16 the same family received $37.00 a month. In 1916-17 they would receive $58.00 a month. In 1917-18 they received $82.00 a month. Up to September, 1919, they received $88.00 a month. During the year September 1, 1919, to August 31, 1920, they received $105.00 a month and from September 1, 1920, they have received $137.00 a month, if they live in Canada, and $122.00 a month if they live outside of Canada. Thus the pension for 1920-21 for a family of five is almost exactly five times as much as it was when the war began, and is two and one half times as much as it was in 1916-17.

The pension for the widow has been increased in almost the same proportion. In 1915-16 a widow and three children were entitled to $37.00 a month, in 1916-17 to $50.00 a month, in 1917-19 to $64.00 a month, from September 1, 1919, to August 31, 1920, to $81.00 a month, and from September 1, 1920 to $97.00 a month, provided she lives in Canada and to $85.00 a month if she lives outside of Canada.

It has often been asserted that the pensions paid by Canada are larger than those paid by any other country in the world. This was the case up to the time legislation was passed in December 1919 in the United States. A totally and permanently disabled man in the United States receives $1,200 per annum at the present time, whereas in Canada he receives $900 per annum. In the United States, however, there is no increase above the $1,200 per annum if the man has a wife and family. In this way the Canadian pension for a man and wife is equal to the rate paid in the United States for a man, wife and children. For instance, a man, wife and three children receive $1,644.00 per annum in Canada. The Canadian pension is practically double that paid in any other country except the United States.

Canada's pension bill for the year from September 1, 1920, to August 31, 1921, will amount to between $33,000,000 and $34,000,000. There are approximately 85,000 disability and dependent pensions and gratuities paid or being paid and the total number of persons benefitting as a result of Canadian pensions is approximately 177,000, including the wives and children of disability pensioners and children of widows of deceased members of the forces.

During the 1920 session of Parliament the Pension Act which was passed in the session of 1919 was amended in a number of particulars which greatly widened the scope of the law. A soldier or sailor pensioned for disability may now draw additions to his pension, not only for his wife and children, but also for his mother and father if he is supporting them.

If a soldier or sailor is totally disabled and also totally helpless he may draw as much as $750 a year in addition to any other pension which he may have. If a deceased soldier or sailor was supporting his mother or father as well as his wife and children, pension may be paid for all of them. Previously, if the widow were alive, the parents had no claim. If a deceased soldier or sailor was supporting both his father and mother, they are both pensionable. Hitherto, only one
of them could receive pension. If a mother or father of a deceased soldier or sailor, while not dependent on their son, either previous to enlistment or during his service have since fallen into a dependent condition, a pension may be paid, in the discretion of the Commission, provided the father or mother is incapable of earning a livelihood.

It will be seen that the rates of pension in Canada are not only higher in most instances than the rates in any other country, but that the scope of the pension law is broader. Pensions are paid to the disabled man himself, to his wife, to his children, and to his dependent father and mother. With regard to a deceased man, pensions are paid to his widow, his children, his dependent father and mother, his dependent younger brothers and sisters and to his dependent brothers and sisters who are incapacitated from earning a livelihood.

The following figures will indicate the extent of the pension obligation and the manner in which it has been met:

<table>
<thead>
<tr>
<th>Pensions Awarded.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Year.</td>
</tr>
<tr>
<td>-------------------</td>
</tr>
<tr>
<td>From commencement to Sept. 10, 1916</td>
</tr>
<tr>
<td>&quot; &quot; Mar. 31, 1917</td>
</tr>
<tr>
<td>&quot; &quot; 1918</td>
</tr>
<tr>
<td>&quot; &quot; 1919</td>
</tr>
<tr>
<td>&quot; &quot; 1920</td>
</tr>
<tr>
<td>&quot; &quot; 1921</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Gratuities Awarded in lieu of Pensions.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number</td>
</tr>
</tbody>
</table>

The number of pensions in force on March 31, 1921 follows:

| Dependents | 19,209 | Liability | $12,954,140 54 |
| Disabiliies | 51,452 | " | 18,230,697 16 |
| Total | 70,661 | | 31,184,837 70 |

Note: Included in the above liability are allowances for 26,637 wives and 36,985 children of disability pensioners, and also 16,855 children of dependent pensioners, making in all a total of 151,138 persons receiving benefits on March 31, 1921.

Provision of Returned Soldiers' Life Insurance.

Life insurance is a great boon to the man of small or moderate means who has others dependent upon him. By insuring his life, he can at once create an estate for the benefit of his dependants and is thus relieved from anxiety as to what would happen to them in case of his premature death. This resource is, however, open only to the man of recognized good health and sound physique, and men who have had to endure the strain and stress of years of fighting
rarely fall, or are thought to fall, within that category. Insurance companies naturally look askance at the returned soldier applicant for insurance.

The provision of life insurance for returned soldiers was therefore recognized by the Dominion Government to be a public duty. Under chapter 54 of the Statutes of 1920, persons domiciled and resident in Canada who served in the Naval, Military or Air Forces of the Dominion during the War may obtain life insurance in amounts of from $500 to $5,000 at rates lower than the lowest quoted by insurance companies for similar insurance. The benefits of the Act are also extended to persons who served in the Imperial or Allied Forces if they lived in Canada prior to the war and are resident in this country at the time of application.

The outstanding feature of the scheme is that no medical examination is required in order to obtain the insurance. It is designed to give the man whose physical condition, by reason of war service, prevents him from obtaining regular insurance, an opportunity to protect his dependents. The favourable rates are available to all, no matter what may be the state of their health. The Government does not add a cent to the rates charged to cover the additional risk of insuring persons who are not in good health or to pay the expenses of the administration of the scheme. In order to make it as easy as possible for the individual to pay for his insurance, provision is made in the Act for the payment of premiums monthly without additional charge.

The Canadian Pension Act protects the dependants of returned soldiers whose death is caused by their military service. The Returned Soldiers’ Insurance Act furnishes the protection necessary to the dependants of all men whose deaths subsequent to discharge do not come within this category. There is, therefore, a clause in the Insurance Act which provides that when a pension is awarded as the result of the death of a person insured under its provisions the capitalized value of that pension will be deducted from any insurance benefits becoming payable. When this occurs, a proportionate part of the premiums paid, equivalent to the premium which would have been paid on the total amount deducted, is refunded to the beneficiaries with interest at four p.c. The pension paid to the soldier himself has no bearing on this clause.

As the object of this insurance is to provide protection for the dependants of returned soldiers, all policies issued are on the “life” plan, that is, the benefit is payable only at the death or total and permanent disablement of the insured. No endowment policies are issued and the policy cannot be used as collateral for the purpose of borrowing money. Premiums may be paid during the entire life time of the insured, or for 10, 15, or 20 years, or until the age of 65. The object of the term payment plans is to enable the individual to pay for his insurance during the productive years of life when it is not so difficult to pay premiums as it might be later on.
The insurance benefit is payable one-fifth in cash at death and the balance in annual instalments according to the choice of the insured. Interest at four p.c., compounded annually, is allowed on the unpaid balance. This form of payment is designed to protect the beneficiary against making unwise investments and consequently losing the benefit of the insurance; the experience of insurance companies for years past has been that when life insurance is paid in a lump sum, it is in a great many cases lost within a very short time.

A further clause which is unusual in a life insurance policy of this nature provides for the payment of a disability benefit to the insured should he become totally and permanently disabled and rendered incapable of pursuing a gainful occupation from causes not due to war service. The benefit consists of relief from all further payment of premiums and of the payment to him of a sum equivalent to one-twentieth of his insurance annually for a period not exceeding 20 years. There are also the usual provisions for the surrender of the policy for cash after it has been in force for two years or for an extended term, and paid-up insurance should the policy holder find himself unable to continue his insurance for the full amount. The cash value of a policy is approximately the amount which has been paid in premiums by the insured and in some cases is slightly in excess of that amount. The amount of insurance in force on July 15, 1921, was $11,810,000; the amount received in premiums, $175,000; the number of applications received, 4,025; the claims adjusted, 39; the claims awaiting disposal, 33.

WAR SERVICE GRATUITY.

Soldiers returning from active service overseas often reached Canada short of funds. Also, after years of service at the front, they were often unable to readjust themselves immediately to the entirely different conditions of ordinary life. They needed a breathing space to permit of a gradual transition and readjustment of their lives, and both the Dominion Government and the nation considered it incumbent upon them to facilitate the bridging of the gap and the re-establishment of the returned men, by the provision of war service gratuities.

The amount of war service gratuities payable to members of the Canadian naval and land forces who served during the war aroused a great deal of public discussion, and was the subject of various Orders in Council, dated December 21, 1918, February 8, June 23 and December 1, 1919. As settled by the last named Order (P.C. 2389) the regulations provided for the payment to soldiers who had served overseas of gratuities equivalent to pay and allowances for 183 days, 153 days, 122 days and 92 days according as total service was for three years, two years, one year or under one year and for pay and allowances to soldiers who had served in Canada only for 92 days, 61 days and 31 days according as service was for three years, two years or one year, no payee to receive less than $100 per month,
if married, or less than $70 per month, if single. Various proposals, some of them involving much larger payments than these, were put forth on behalf of the returned soldiers, and the whole question was the subject of exhaustive inquiry by a special committee appointed by resolution of the House of Commons on September 18, 1919. The committee presented their fourth and final report on October 31, 1919. In rejecting three alternative proposals involving, in addition to $30,000,000 annually paid in pensions, expenditures estimated at $1,000,000,000 for the first, $400,000,000 for the second and $200,000,000 for the third, the committee found that any one of them would be seriously detrimental to the financial interests of the country, would involve obligations to meet which no satisfactory scheme of taxation had hitherto been devised, and by inflating the currency and thus lowering the purchasing power of money, would increase the high cost of living to the disadvantage of the soldiers themselves.

The cost to the country of the war service gratuities which were paid through the Department of Militia and Defence, was approximately $164,000,000.

**PREFERENCE FOR CIVIL SERVICE POSITIONS.**

A special preference in respect of vacancies in the service of the Dominion Government was extended to returned soldiers by an Order in Council of February, 1918, which contained the following clauses:

(a) In all competitive examinations held under the Civil Service Amendment Act, 1908, persons who have been on active service overseas in the military or naval forces of His Majesty, or of any of the allies of His Majesty, who have left such service with an honourable record or who have been honourably discharged, and who obtain sufficient marks to pass such examinations, shall irrespective of the marks they have obtained, be placed in the order of merit on the list of successful candidates above all other candidates.

(b) The provisions of any statute or regulation prescribing an age limit and physical requirements with respect to any appointment in the Civil Service shall not apply to any such person, if the Commission certifies that he is of such an age and in such a satisfactory physical condition that he is then able to perform the duties of the office and will probably be able to continue to do so for a reasonable period after his appointment.

These clauses were later incorporated into the Civil Service Act of the same year (8-9 George V, chap. 12). The further concession was granted of exemption from all examination fees, while by the Civil Service Amendment Act passed at the autumn session of 1919 (10 Geo. V, chap. 10), all the privileges accorded to the returned
man were extended to the widows of those men who had died while on active service or as the direct result of injuries or disease contracted in connection therewith. Nurses who had served overseas were already included under the definition of "returned soldiers".

As a result of this legislation the returned man secured an absolute lien on all positions for which he could qualify. Special efforts were made to acquaint returned soldiers with the opportunities thus opened to them.

As a result of the above policy, up to June 30, 1921, 31,333 returned men had been given appointments by the Civil Service Commission, of whom 10,104 were filling permanent appointments. To a considerable extent, preference has also been given to returned men by Provincial and municipal administrations.

**FREE TRANSPORTATION OF DEPENDANTS FROM OVERSEAS.**

At the outbreak of war thousands of men born in the United Kingdom were resident in Canada. Many of them were army reservists, who immediately responded to the summons of the Mother Country, while others went overseas with the First and subsequent Canadian contingents. The wives and children of thousands of these men returned to the old home, in order to be nearer their husbands and fathers,—and set an example which was followed by large numbers of the wives and children of Canadian-born soldiers. In many cases they went to England expecting to pay only a short visit, but found themselves prevented by the unrestricted submarine campaign from returning. At the date of the armistice it was estimated that there were 50,000 to 60,000 soldiers' dependants whose return to this country was desirable.

As a result of the situation outlined above, arrangements were made by the Department of Immigration and Colonization to provide free transportation from the United Kingdom, France or Belgium to destinations in Canada of the wives and children under 18 years of age of any men who served in the Canadian Expeditionary Force. Conductresses, mostly with experience in travelling, nursing, etc., accompanied each ship and special arrangements were made at Canadian ports for the reception and care of the travellers, who in many cases were aided with funds by the Canadian Patriotic Fund and cared for en route by the patriotic and charitable organizations. The average cost to the Canadian Government was $50 per head, being thus low on account of the large number of infants and young children, and of the very favourable rates conceded by the transportation companies. The amount spent on this service, exclusive of cost of administration, to March 31, 1921, was approximately $2,800,000.

A further service of a minor character performed by the Dominion Government for returned soldiers, was the redemption at par of exchange of their English cheques representing pay and allowances.
which had been paid in sterling, also of war service gratuity and pensions payable to pre-war residents of Canada who had served in the Imperial forces. The total amount thus redeemed to March 31, 1921, was approximately $14,400,000, but what it cost the Dominion Government to render this service had not been definitely ascertained.

SUMMARY.

The approximate amount spent down to March 31, 1921, in re-establishing the returned soldiers, is estimated at $442,700,000, divided as follows: gratuities, $164,000,000; pensions, $91,000,000; re-establishment, $102,300,000; land settlement, $82,600,000; transportation of dependants, $2,800,000. To ascertain the total cost of the enterprise as at March 31, 1921, there will have to be added to this the capitalized value of a pension charge now estimated at $33,000,000 per annum. On the other hand, it should be remembered that the $82,600,000 spent for land settlement is a secured loan which will in time come back to the public funds.
in the personnel of our people, an improvement in their physique and their intelligence, and the application of these to the work of sustained and co-ordinated production; secondly, by industrial and scientific research, investigating our natural resources and revealing methods in which our great potential assets may be converted into actual tangible wealth; thirdly, by efficiency in extending and co-ordinating our knowledge of the business of our country.

The Dominion Government has recognized its obligations to action in these various directions, while it has also recognized the fact that, to a considerable extent, action along these lines lies largely within the scope of the Provincial Governments, whose co-operation it has invited and received.

Thus, for instance, in attaining the first of the desired ends, the new Department of Health organized within the Dominion Government has co-operated extensively with the Provincial Governments, while in the case of education the amounts paid under the Agricultural Instruction and Technical Education Acts are entrusted to the Provincial Governments for expenditure. Again, in the enterprise of securing a better record of our national activities, the Dominion Bureau of Statistics has no fewer than 35 different arrangements with Provincial authorities regarding the supplying to it of information for compilation in the manner most advantageous to the Canadian people.

THE CONSERVATION OF LIFE.

Economic prosperity, as well as civilization in general, is likely to reach its maximum in healthy nations where there is a high average expectation of life. The scientists of the world are in general agreement that in no community of the present day is life as long as, by reasonable care, it may be made. In the most advanced communities of the present day great numbers of children die who have never been producers at all, though throughout their short lives they have been consumers of economic goods. They may, indeed, be said to die debtors to society as well as to the families whose care has normally provided them with the means of life. Again, large numbers of older persons die before the economic goods they have produced are equivalent to those they have consumed, and many others die before they have accumulated a surplus. Generally speaking, the estates left behind at death are greater in a measure roughly proportionate to age at death, and, other things such as natural resources and the efficiency of labour being equal, the per capita wealth of a country should correspond fairly closely with the average age at death of its population. When for instance it is remembered that, according to Webb's New Dictionary of Statistics, the average expectation of life of males in India at birth was in 1901 23.6 years as compared with 44.1 years in England and Wales, a chief cause of India's poverty stands revealed.
The movement for the extension of life to its possible limits, is a natural reaction against the waste of life in war. It is construction versus destruction. With this movement for life extension is inextricably involved the health movement. Morbidity statistics are still in their infancy, but medical experts and vital statisticians, such as Sir Arthur Newsholme, agree that the improvement in the health of a population proceeds approximately *pari passu* with an increase in its longevity.

As regards the state of health among the nations of to-day, the revelations made by the enforcement of the draft in such countries as the United Kingdom and the United States, showed that there was an appalling amount of ill-health and of physical defect even among the young male population of military age. As for Canada, out of the 361,695 young men between 20 and 34 years of age medically examined under the Military Service Act of 1917, no fewer than 181,255, or slightly more than half, were found to be more or less physically unfit. These men were not, it is true, a fair sample of the general population, since hundreds of thousands of the fit men of these ages had already gone overseas. None the less, the statement indicates that there is abundant room for improvement in the physical condition of the Canadian people and abundant justification for the establishment of a national health authority.

**ESTABLISHMENT OF THE DOMINION DEPARTMENT OF HEALTH.**

The Dominion Department of Health was established by the Department of Health Act, 1919, (9-10 Geo. V., chap. 24).

The duties of the Minister administering the Department extend to all matters within Dominion jurisdiction relating to the promotion of the health of the Canadian people, particularly co-operation with provincial, territorial and other health authorities for improving the public health and conserving child life. The Department is also given power to establish and maintain a national public health laboratory, to inspect and give medical care to immigrants and seamen, to supervise, as regards the public health, all means of public transportation, as well as Dominion public buildings. Further, the Department is authorized to publish information relating to the public health, improved sanitation and the social and industrial conditions affecting the health and lives of the people. A Dominion Council of Health was also established by the Act, consisting of the Deputy Minister of Health as Chairman, the chief executive officer of the Provincial Department or Board of Health for each Province, and other persons not exceeding five, appointed by the Governor in Council.

The organization of the Department of Health was rapidly completed, and the administration of the following Acts undertaken: The Quarantine Act, the Leprosy Act, the Public Works Health Act, the medical side of the Immigration Act, the Canada Shipping