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GENERAL SURVEY
of
CANADA'S REPATRIATION PLANS



Prepared by
REPATRIATION COMMITTEE
OTTAWA
CANADA

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I. The Order-in-Council

CERTIFIED COPY OF A REPORT OF THE COMMITTEE OF THE PRIVY COUNCIL,
APPROVED BY HIS EXCELLENCY THE GOVERNOR GENERAL
ON THE 15TH NOVEMBER, 1918.

The Committee of the Privy Council have had before them a report, dated 14th November, 1918, from the Honourable Sir Thomas White, the Acting Prime Minister, stating that with the conclusion of peace important industrial problems relating to employment are likely to arise through the dislocation of business and the readjustment of our industries to a peace basis.

Further, the demobilization of the Canadian Forces is likely to be proceeded with continuously from this time forward, and it is desirable that every effort should be made to meet the problem of the absorption of discharged soldiers into the civil life of the community as rapidly as possible.

The Minister observes that the necessary Governmental machinery has already been created to deal with these and other cognate problems through the Department of Soldiers' Civil Re-Establishment, the Department of Labour and the Department of the Interior through the agency of the Returned Soldiers' Land Settlement Board.

The Minister submits that it is desirable that steps should be taken to provide for the fullest co-operation of the various departments and agencies now existing or that may be hereafter created for the purposes aforesaid.

The Minister, therefore, makes the following recommendations:—

That there be constituted a committee of the Privy Council consisting of the following members, namely, Hon. Sir James Lougheed, Hon. Mr. Rowell, Hon. Mr. Crerar, Hon. Mr. Robertson, Hon. Mr. Meighen and Hon. Mr. Calder, of which Hon. Mr. Calder shall be Chairman, charged with the duty and responsibility of securing the closest co-operation of all the departments of the Government and of other agencies now existing or that may be hereafter created for the purpose of dealing with the following:—

- (a) The absorption into civil life and occupation of discharged soldiers; and
- (b) Industrial labour conditions which may arise from industrial dislocation and readjustment.

The Minister further recommends that the said Committee be authorized to engage such officers, clerks and employees as may in their view be necessary and subject to the approval of Your Excellency in Council to create such further organizations and agencies as may in their judgment be required to effectually discharge the duties and carry out the work hereby assigned to them.

The Minister further recommends that all expenditures incurred by the Committee be charged to the War Appropriation Vote.

The Committee concur in the foregoing recommendations, and submit the same for approval.

RODOLPHE BOUDREAU,
Clerk of the Privy Council.

II. The Problem of Repatriation

The Order-in-Council which created the Repatriation Committee suggests that there are two problems to be dealt with:

- (1) The absorption into civil life and occupation of discharged soldiers: and
- (2) Industrial labour conditions which may arise from industrial dislocation and readjustment.

These, however, are not two separate and distinct problems; they are merely two related aspects of the one great problem of Reconstruction.

Reconstruction is the term which is used to include all that is involved in the transition FROM WAR TO PEACE. It is difficult to define with precision and concreteness. Its exact content varies with each individual, reflecting his complacency with existing institutions or his ardor for fundamental change. Certain implications of the word, however, are clear. It implies that a world upheaval has occurred and that the old social, political and economic system has been more or less shaken. It implies that a re-building must occur. Whether that will involve simply a putting-together-again of the old bricks according to the old plan or whether new bricks will be added and the old plan revised to harmonise with the new ideals of the age—that is the point on which men differ. All moderate men are agreed, however, that we cannot go back to conditions as they were before the war. "The whole world must be re-made," says Lloyd George in a characteristic sentence. Hon. Mr. Rowell, in a recent address to fraternal organizations, says that we cannot go back to the old conditions, if we would, and that we ought not to, even if we could. From these opinions, no man who has grasped the meaning of the

war—no man who has sensed what President Wilson calls “the tide now running in the hearts of men”—will dissent. Undoubtedly the world is confronted with the building of a new social order, not simply with the restoration of an old one. The war is properly to be conceived as simply the first brief phase in a longer process of democratic reconstruction.

Apart from international politics, the problem of reconstruction is primarily a social and economic one. Consider for a moment what has happened in the industrial world. In the last four years, Governments have been the chief employers of men, the chief purchasers of raw materials, the chief paymasters, and in some of the belligerent countries, the chief manufacturers. To attain the ideals of democracy, they were given practically dictatorial powers. They used those powers to organize almost the entire life of each nation into a vast machine for turning out the implements and auxiliaries of war and for using them in the actual work of destruction. Not only was this war-time industry mobilized under unified control but the market for which it turned out its products was one that could not be glutted—one, indeed, that was continually calling for greater and greater production, without regard to cost. The mushroom growth of the munitions industry; the expansion of business; the building up of a huge army of war workers; the scarcity of labour and of raw materials; the shifting of markets; the meteoric rise of prices; the less rapid and more irregular rise of wages; government control of prices, raw materials and exports; the inflation of currency; the huge increase in national debts—these were some of the phenomena that characterized the period. They justify the assertion that a revolution in the economic and industrial life of the nations had occurred. Even in Canada, remote from the scene of actual strife, a generation's changes were compressed into four short years.

Then suddenly on November 11, the object for which the vast war mechanism had been built up was attained. Its reason for existence vanished overnight, and the world now finds itself face to face with the task of scrapping the industrial machine that had so effectively served the needs of war and of re-building one that will serve just as effectively the entirely different needs of peace. Industrial and financial *readjustments* must be made. Munitions plants must be adjusted to peace purposes. Old markets must be recaptured and new markets secured. *Reabsorption* of soldiers and war workers into civil life and occupation must be effected without delay or friction. The material *reconstruction* of devastated areas is necessary for some countries. And for all countries there is the more important kind of reconstruction, the construction of “an industrial and social system that will receive our soldiers worthily and prove to them that while they fought and suffered for democracy, we at home did not remain idle.” These problems are difficult problems. They make the new task confronting the world more difficult than the old. For one thing, the task must be accomplished in a much shorter time—in a few months

instead of in four years. Again the problems themselves are more delicate and intricate; they are problems, largely of human psychology, not of mechanics; they require for their solution, not compulsion, but education, persuasion, co-operation. Very quickly will the world realize how much easier it is to make war than to make peace.

Reconstruction for Canada then may be defined as the problem of adapting her social and economic system, now organized on a basis of active war participation, to suit the needs of peace and of the new age. It is a single problem, but it has many phases, the correct solution of any one of which is bound up with the solution of the others. Thus the financial questions cannot be solved apart from the reorganization of industry and the reabsorption of all workers into normal peace-time occupations. Conversely the employment problem cannot be solved apart from the problems of finance and industrial re-organization. It is necessary, therefore, to get a proper perspective and to grasp the problem of reconstruction as a single problem before attempting to deal with any one phase of it.

Not all phases of the problem, however, fall directly within the field of the Repatriation Committee. Strictly speaking, the word repatriation should be restricted to the bringing back of our men from overseas and getting them re-established in civil life and occupation. But by order-in-council, the Committee has to deal not only with this question but with *all labour conditions* that may arise during the transition to a peace footing. Not only the soldier but the civilian worker comes within its purview. Its task may therefore be defined as the reabsorption of our soldiers and war workers into normal productive industry. This absorption must take place under living and working conditions that justify the last four years of sacrifice. The provision of decent living and working conditions and the other more permanent problems of reconstruction come directly under other governmental agencies, with which the Repatriation Committee is acting in close co-operation.

A brief consideration of this statement will suggest that the crux of the whole problem is the securing of acceptable employment. The chief danger which the Committee must seek to avoid is that of unemployment. That this is a danger is obvious. We have already shown that the chief characteristics of war-time industry are its mobilization under government direction and its production for a market which could not be glutted. In peace time, on the other hand, industry is organized under the "seemingly chaotic freedom of democracy," and turns out products which must be absorbed and taken off the market by spontaneous public demand. It must be evident to all that a sudden transition from the former regime to the latter runs the grave danger of causing widespread unemployment. It can hardly be expected that the natural processes of industry, guided only by the somewhat wayward compass of public demand, will secure the immediate reabsorption of the thousands of men

and women whom the war caught up out of their former trades and scattered into entirely new and temporary occupations. But Canadian industry is extremely adaptable, and with careful planning on the part of Governmental agencies and sympathetic co-operation from all classes of the public, it is hoped that the extent of unemployment and the length of the period of dislocation will be reduced to a minimum.

Under present conditions, unemployment may be caused in one or more of three ways. Demobilization is now throwing a stream of discharged soldiers upon the labor market. Over 250,000 soldiers are to be brought back from overseas. In February and succeeding months, they will be returning at the rate of 30,000 a month. The utmost care must be exercised by a grateful country to find these men satisfactory employment and a satisfactory place in the social fabric. Otherwise some of our veterans will find it impossible to get an opportunity of making a living in the country for which they fought. A second stream of surplus labor may result from the cessation of munitions and other war orders. The number of war workers thus displaced will probably reach 250,000. Many of these workers have already been absorbed into ordinary industry and doubtless most of them will be so absorbed without effort as they are gradually laid off. But if the situation is left wholly to itself, some of the war workers may face the prospect of unemployment. Still another factor may tend to flood the labour market. Public uncertainty as to the future, especially as to the trend of prices, may lead to excessive retrenchment in public purchases. Dealers may hesitate to stock their shelves in the face of falling prices. Manufacturers will quickly feel the effects of this, and indeed they may greatly accentuate it. They may be so apprehensive of the difficulty of correctly solving the problems of restored peace that they will stand pat, waiting for something to happen. This is of course exactly what should not be done. *Things should be made to happen.* None the less, if such a psychological depression should cause business restriction, the flood of unemployed labor would be still further swollen by workers in the ordinary peace-time industries. In each of these three ways, then, unemployment may result.

How can this danger of unemployment be averted? How can these discharged soldiers and displaced workers be absorbed into normal productive industry without delay or friction? How, moreover, can they be re-established under living and working conditions that contribute to the highest development of the individual and the greatest good of society?

This statement of the problem suggests that the remedy must be a three-fold one:—

- (1) Proper distribution of employment.
- (2) Provision of employment opportunities.
- (3) Decent living and working conditions.

In the pages that follow the steps that have been taken under each of these three heads will be discussed in detail, as well as the plans made to bring home the soldiers and their dependents and to overcome any handicaps which the former may have suffered in military service.

III. The Machinery of Repatriation

It was a realization of the complexity of the problems just described and of the importance of their wise solution that led to the appointment of the Repatriation Committee of the Cabinet. This Committee consists of the following Ministers:—

HON. SIR JAMES LOUGHEED, *Minister of Soldiers' Civil Re-Establishment.*

HON. MR. ROWELL, *President of the Privy Council and Minister in Charge of the Department of Public Information.*

HON. MR. CRERAR, *Minister of Agriculture.*

HON. MR. ROBERTSON, *Minister of Labour.*

HON. MR. MEIGHEN, *Minister of the Interior.*

HON. MR. CALDER, *Minister of Immigration and Colonization.*

HON. MR. CALDER is Chairman of the Committee.

The Departments thus represented are the ones which will have most to do with the solution of the vexed questions involved in the restoration of peace conditions.

The Committee itself is primarily a co-ordinating body. Its work will be largely advisory, designed to secure the closest co-operation of all official and non-official agencies engaged in the great tasks of the transition period. In detail, its functions may be enumerated as follows:—

- (1) To co-ordinate the policies of the different Dominion Departments in regard to repatriation and after-the-war labour conditions.
- (2) To co-ordinate the machinery created to administer such Governmental policies.

- (3) To secure the co-operation of the Provincial and Municipal authorities in all efforts to repatriate our demobilized soldiers and find employment for displaced war workers.
- (4) To secure the co-operation of and co-ordinate the activities of the numerous voluntary organizations which are ready, if requested, to place valuable experience and resources at the service of all repatriation work.
- (5) To inform the public of all that is being done to solve our reconstruction problems and thereby secure their intelligent co-operation.

It should be unnecessary to emphasize the importance of all such work making for greater co-ordination of effort and more efficient organization of machinery. The variety and complexity of the machinery already established by official and unofficial effort is almost incredible to the ordinary man and, with few additions, will be sufficient to meet the situation. But if unorganized, if not knit together into one complex mechanism, each part working in co-operation with every other part, each part aware of its own place in the system and of its relation to the other parts, and all inspired by a clear conception of the common purpose, then overlapping and jealousies and pulling at cross purposes are bound to occur, parts of the work will be left undone, the men to whom Canada owes a solemn obligation will inevitably suffer, and the country itself may be faced with something approaching a serious panic. An unorganized situation is dangerous. What is needed to meet the present situation is leadership wise enough to map out a comprehensive and constructive policy, broad enough to "give a lead" to those whose co-operation it desires, and strong enough to convey assurance that the situation is not going to fall to pieces. That need the Repatriation Committee will seek to satisfy.

The organization of the Committee, the machinery which it has built up to perform its many functions, will be clear from a study of chart No. 2. To assist in the establishment of its organization, the Committee selected Mr. H. J. Daly, of Toronto, to act as Director for a limited time, and Mr. Vincent Massey, late Secretary of the War Committee of the Cabinet, as General Secretary and Assistant Director. Under Mr. Daly, a staff has been developed to administer the different branches of the Committee's work.

The most important work of the Committee is to secure the closest possible co-operation between the different departments of Government at Ottawa. For this purpose a departmental co-ordinating committee has been instituted. It consists of representatives of the various departments interested and of the Director's staff. Matters affecting two or more departments are discussed and recommendations as to common policy are made. The frank interchange of information and opinion has resulted in much good in the way of greater co-ordination

of effort and the prevention of overlapping and friction. Only by frequent conferences and whole-hearted team-play can the departments solve the difficult problems now confronting them.

But the responsibility for the successful solution of the repatriation problem does not rest solely with the Federal Departments. The provincial and municipal authorities must also bear a share of the burden—must also cooperate in the great work. Shortly after the armistice was signed, a conference of Provincial Ministers was called at Ottawa by the Prime Minister to discuss with the Dominion Government the whole problem of repatriation and to consider possible methods of co-operation on the more important questions. The work of securing the co-operation of the municipal authorities has been taken up by the Repatriation Committee and is under the immediate supervision of Mr. Harry Bragg, who has had a long experience with municipal problems and for several years was editor of the *Canadian Municipal Journal*.

Another important function of the Repatriation Committee is to secure the co-operation, and co-ordinate the activities of the various non-official organizations throughout the country. The ordinary man is amazed to find that apart from churches there are seven or eight hundred organizations of this type in Canada. The most important of these—the Red Cross, the Y.M.C.A., the Y.W.C.A., the Salvation Army, the Canadian Patriotic Fund, the K. of C. and the various fraternal organizations, etc., have a large number of local branches, those of the Red Cross, for instance, numbering 1,340. All of these organizations have acquired invaluable training and experience during the war. They have shown themselves able to mobilize the splendid patriotism and public spirit of our people and to direct it to the achievement of practical ends; they have learned team-play and co-operation; they have developed a large body of men and women trained in social work, and some of them at least have control of considerable financial resources which they are ready to devote to worthy public purposes that harmonize with their objects.

Many of these organizations have already had several conferences with the Director, and much good has resulted. The organizations themselves benefited greatly by the interchange of information and opinion about each other's work and by a frank discussion of the great work to be done and the need of co-operation in carrying it out. The most encouraging feature was the eagerness of these bodies to co-operate with the Repatriation Committee and to have the Director suggest to them just what piece of work each could most effectively do.

As a result of such conferences various schemes of co-operation have already been worked out—or are being worked out—which will greatly increase the efficiency of the work of repatriation. These co-operative arrangements for receiving the soldiers and their dependents will be described in detail in the appropriate place.

As the chart shows, Mrs. Robson is in immediate charge of the Committee's work in securing the co-operation of the various women's organizations, while the similar work in connection with the fraternal societies, the churches and the numerous other voluntary organizations comes directly under the supervision of Capt. Thackeray.

The Dominion Departments are doing their utmost to solve the problems of repatriation. The provincial and municipal authorities are bending every effort in the same direction. The churches, the friendly societies and all voluntary organizations are displaying an energy, a spirit of co-operation and a breadth of vision not excelled by their magnificent contributions to the winning of the war. Yet all this is not enough. Indeed, it will count for comparatively little unless all Canadians as *individuals* rise to the great occasion and play their parts with vision and sympathy and that quickened sense of social responsibility which is to be characteristic of the new era. Whether he be employer or civilian employee or "returned citizen" or teacher or statesman or what not, every individual Canadian must assist with all his powers in the solution of the problems of repatriation and reconstruction. But how is he to know what he should do?

In a democratic country the people have a right to be kept fully and accurately informed of what is being done by their Government. Only thus can the *Demos* rule. Where the problems are so complicated and the plans made to cope with them so elaborate as at the present moment, there is double need of such public information. The Repatriation Committee has recognized this need and is attempting through a publicity campaign to tell the people in a plain, straightforward way just what is being done by all official and non-official agencies to meet the situation. The aim is not propaganda; it is simply to state the facts, to tell the story so that every individual may be fully informed and may realize how he as an individual and as a member of organized groups may most effectively co-operate in furthering the work.

The chart shows how the Committee's publicity work is organized. The newspaper work is under the supervision of Mr. W. H. Greenwood, who is assisted by an Advisory Press Committee. The Department of Public Information has kindly consented to assist in the issuing of all pamphlets and the preparation of moving pictures to illustrate the work of repatriation. Mr. Senior, the Publicity Representative of the Department of Soldiers' Civil Re-establishment, is editing the monthly magazine, *Back to Musti*, which is the new form in which that Department's "Reconstruction" Bulletin is to appear. Finally a Repatriation Speakers' Bureau has been organized under Mr. Bowman and Mr. Maguire to arrange for the sending of speakers to any city or town or village which may wish to have a representative of the Committee tell them just what is being done to re-establish our soldiers and their dependents in normal Canadian life.

Major Topp, D.S.O., M.C., has recently been appointed as overseas representative of the Repatriation Committee. Major Topp's duties will be to distribute all repatriation literature to the soldiers and to inform them of everything that Canada is doing to facilitate their return to Canada and to normal civilian life.

The Repatriation Committee needs to be constantly in touch with the repatriation work that is being done in every part of Canada. This need has been served by the appointment of four Field Secretaries who represent the Committee in the field. The country has been divided into four districts—the Maritime Provinces, Quebec, Ontario and the Western Provinces—and a district is allotted to each Secretary. These field agents will constantly travel about within their own territory, see that the plans of the Committee are being carried out, encourage the organization of committees where necessary, give every possible assistance, distribute information, and report on the general situation and on any complaints or difficulties to the Committee at Ottawa.

But this is not the only point of contact which the Committee has secured with the thought and feeling of the people. There have also been instituted a number of Advisory Committees which bring to the discussions of the Committee the points of view of outside elements of the community:

- (a) *The G.W.V.A. Advisory Council*, consisting of Mr. W. D. Tait, of Halifax, Mr. David Loughnan, of Ottawa and Vancouver, and Mr. R. B. Maxwell of Winnipeg. This Committee is constantly bringing the soldier's point of view to bear upon the settlement of the problems that concern him so vitally.
- (b) *The Labour Advisory Committee*, consisting of representatives of labour (To be appointed by the President of the Trades and Labour Congress).
- (c) *The Women's Advisory Committee*, consisting of Mrs. Chas. Robson of Winnipeg, Chairman and Resident Member, Miss Helen Reid of Montreal, and Mrs. Bowlby of Windsor. The purpose of this Committee is to prevent overlapping in the work of the different women's organizations.
- (d) *The Advisory Committee from the Union of Canadian Municipalities*, consisting of Mayor Bouchard, M.L.A., of St. Hyacinthe; Mayor Church of Toronto; Mayor Fisher of Ottawa; Mayor Marshall of Calgary; and Mr. W. D. Lighthall, K.C., of Montreal, Secretary of the Union.

Finally, to complete the organization, the G.W.V.A. Advisory Council have also placed five secretaries in the field. These secretaries will travel through their respective provinces for the purpose of obtaining local information with regard to the problems of reconstruction and of reporting such information with suggestions to the Advisory Council. In general they will act as connecting links between the ex-soldier and the Government on all matters of local and national importance affecting the work of repatriation.

The work of co-ordination, for which the Repatriation Committee primarily exists, has been greatly facilitated by a series of important conferences which have been held in the Committee's offices. In one of these, representatives of the Manufacturers of Canada and of organized Labour met under governmental auspices for the first time, and during the first three months of the Committee's existence, other conferences were held with representatives of the national voluntary organizations, with the Dominion Executive of the Great War Veterans' Association, with representatives of the fraternal and friendly societies, with a group of University heads and leading educationists, with the Advisory Committee of the Union of Canadian Municipalities, with representatives of the churches in Canada, with representatives of the Canadian Railways, and with various other bodies, both locally and nationally organized, whose co-operation is of great importance in the work of repatriation.

From the above, it might be said that the Repatriation Committee has made a new departure in democratic administration. One of the great problems of Government is to maintain close contact between public opinion and administrative machinery. Through its system of Advisory Committees, Conferences, and other connecting links, the Repatriation Committee has been able to keep in direct and constant touch with the public, and thus to secure a valuable measure of guidance from the many groups in which the modern state is organized.

IV. Getting the Boys out of Khaki

A. THE RATE OF RETURN.

The first step in the process of repatriating our soldiers is to bring them home and get them back into mufti. This is in part a military problem and in part a problem of transportation. Both problems are difficult and involve detailed organization. There is also a limit to the speed with which the process of demobilization can be carried out. Naturally the boys want to be returned as quickly as possible but transportation facilities, both ashore and afloat, are limited. Only a certain amount of ocean tonnage is available. During the winter, troops can be landed only at two Canadian ports, Halifax and St. John, and at the latter it is impossible to berth ships of the largest tonnage. From each port the railroad lines have a limited capacity and must provide for the regular services, passenger and freight, in addition to the troop trains. Furthermore, there are the limiting factors of motive power and sleeping and eating accommodation, and the more important consideration of the factor of safety. These lines cannot be crowded beyond a certain point, if unnecessary and unwise risks are not to be taken.

It was only after a careful study of all these relevant factors that the present plans for returning the men were worked out. The original plans called for the return of 20,000 men in December, 20,000 in January, and 30,000 in February and succeeding months. It is now proposed to do everything possible to accelerate this movement, so that 45,000 may be returning monthly, in the Spring and Summer. This may be possible when the opening of navigation in the St. Lawrence renders available additional ports at which transports may dock and considerably increased railroad facilities, both as to routes and equipment.

At the time of the Armistice there were in England and France 286,000 troops to be returned to Canada. In addition the number of dependents of Canadian soldiers overseas is estimated at over 50,000. The latter are being brought back as rapidly as possible before the Peace is actually signed, but for some months they will encroach upon the available shipping space to the extent of about 5,000 a month. Anyone may, therefore, estimate for himself the time which it will take to complete the process of demobilization.

B. THE METHOD OF DEMOBILIZATION.

The actual work of demobilization is in the hands of the Department of Militia and Defence. In co-operation with the Overseas Minister of Militia and with Sir Arthur Currie, this department has worked out complete plans and organized all the machinery necessary to handle the task. Every detail has been considered, and every care taken to ensure the smooth and efficient execution of the work.

Two methods of demobilization are being followed. In the first place, the fighting corps (consisting of the four divisions at the front) will be brought back as units. This will enable Canadian Committees to extend a welcome to their home battalions. The main objection to this plan will be met by interchanges between battalions by which all soldiers from a given area will be collected in the battalions identified with that territory. Thus all infantry men from Toronto will be brought together from the whole army into the Toronto battalions.

But the rest of the army is to be demobilized under what is known as the "standard draft" plan. The men are assembled in concentration camps in England in drafts of 500. Each of these drafts is composed of men who have signified their intention of going to the same dispersal area, Canada having been divided for this purpose into 22 such areas. Each soldier chooses the area to which he wishes to go. In making up the drafts long-service men will be given the preference over those who have served a shorter time and married men will have priority over single men. This will be the order of precedence followed, unless definite requests come from Canada for men trained in certain occupations. In other words industrial and labour conditions in Canada may be taken

into consideration in making up the drafts. After the drafts are made up, the men are divided into 23 occupational groups according to a standard classification which has been agreed upon.

A monthly cable, stating the number of men on strength classified into the twenty-three occupational groups, is sent from England to Canadian military headquarters. Canada in turn indents for troops from England, being guided by industrial conditions affecting the various dispersal areas. Just prior to sailing, a cable is sent from England, stating how many men are coming, their occupations, and the dispersal areas to which they are going. In this way, arrangements can be made to handle the men, care for them, and find employment for them.

Before a man leaves England, he is medically examined, and his medical and dental documents, as well as his discharge papers, are made out. All delay in Canada over these details is therefore avoided.

While the men are awaiting their return, they are naturally anxious to know just what Canada is going to do for them and what arrangements have been made for their re-establishment into civil life. Arrangements have been made to provide them with this information. Shortly after the signing of the Armistice, Major Anderson was despatched to England by the Information and Service Branch of the Department of Soldiers' Civil Re-Establishment. Major Anderson took with him 350,000 questionnaire cards, asking among other things for the soldier's previous occupation, the occupation which he now prefers, and the locality in which he intends to settle. These cards are to be filled out by a personal canvass of all our men overseas. The information is then to be compiled and sent to Canada for the guidance of officials here. It is now expected that the canvass will be completed about February 1. As previously stated, the Repatriation Committee will in the future have a special overseas representative of its own—Major Topp—to assist in the distribution of literature to the men.

C. ON THE TRANSPORTS.

Each transport carrying Canadian troops will be in charge of a Permanent Conducting Staff, consisting of an officer in charge of documents, a medical officer, a paymaster, a representative of the Department of Soldiers' Civil Re-Establishment, and the necessary sub-staff. This staff is from the Clearing Services Command and the intention is that it should be kept intact as far as possible. It receives the draft at the port of embarkation, takes over the documents, checks and revises them, provides medical treatment when required, attends to discipline, pay, messing, etc., and assists the men in the preparation of telegrams. Twenty-four hours prior to arrival a wireless is sent to the Officer Commanding the Clearing Depot at the port of disembarkation, giving him details of any men who are sick and in need of hospital care, and such general information as may be necessary to ensure speedy transfer from boat to train.

An interesting feature is the presence on board the transport of the representative of the Soldiers' Civil Re-Establishment Department. This representative is the second link in that chain of unbroken connection which this Department maintains for the soldier from the time he leaves the trenches until he is placed in steady employment. His duties are to advise the soldier and to provide him with information in regard to Canada's repatriation and reconstruction programs. This is to be done by distributing literature, by personal interviews, and by stereopticon lectures.

On each regular transport will also be a representative of the Y.M.C.A. which is providing such a variety of service for the members of the Canadian army. A reference to chart No. 24 will show the organization of the Association and the different types of work which it is carrying on. On the transports, the Y.M.C.A. provides moving pictures and entertainments, addresses and illustrated talks on civil re-establishment, and religious services. Free athletic supplies are distributed and deck sports are conducted. The needs of the sick are taken care of and an information bureau is provided to render the soldiers such personal service as may be desired.

D. AT THE PORTS OF DISEMBARKATION.

Halifax and St. John are the ports of disembarkation in winter. In addition to these, Quebec and Montreal will be used during the summer months. These ports represent critical stages in the soldier's journey homeward but the arrangements made by official and voluntary organizations are adequate.

As soon as the ship docks, the Officer Commanding the Clearing Services takes over the command of the troops and receives their documents. He wires immediately to the Returned Soldiers' Commission in each province which in turn notifies the men's relatives of their arrival. He also wires the Officer Commanding the Dispersal Station to prepare to handle a given number of men. A third wire is sent to the General Officer Commanding each military district, through whom the dispersal station is again notified. This gives the dispersal station a double check.

The work of the Y.M.C.A. on the transports has already been noted. It is not, however, till the Atlantic ports are reached that the fullest evidence is seen of the splendid assistance which can be rendered to the Repatriation Committee, by the numerous voluntary organizations and by committees composed of public-spirited citizens.

At Halifax, the Y.M.C.A., in addition to its uptown work, has a hut on the military section of the pier where beds are available and hot drinks and sandwiches provided for the incoming troops. They have also a

large recreation room in which they have a moving picture machine, piano and other equipment for entertaining the men. The Knights of Columbus have also a well-equipped hut at this port, where every comfort is supplied to any member of the Allied armies or navies. A Citizen's Welcoming Committee has been formed, consisting of well-known citizens and representatives of the Y.M.C.A., Knights of Columbus and Canadian Red Cross. The citizens collect whatever money they can and the three organizations named share equally the remainder of any costs involved in welcoming the soldiers. The Committee meets each transport; gives each man candies, apples, cigarettes and the latest newspaper; sends telegrams and gets in touch with any relatives of the men in Halifax. This Committee is well organized and has been doing admirable work in close co-operation with the military and naval authorities and the voluntary organizations.

St. John has a similar story to tell, though some of the work at this port is of more recent initiation. The Y.M.C.A. maintains a Red Triangle Hut and is arranging for a room at the dock to supply hot tea, sandwiches, as well as recreation. The Knights of Columbus are organizing at this port to provide the same service as at Halifax. An efficient Citizen's Welcoming Committee has also been in operation for some time. It works along the same lines as the similar committee at Halifax, and up to the present time has been able to bear the whole burden of expenditure involved.

In both Halifax and St. John, the Salvation Army has established hostels, and their representatives meet all transports and perform the same sort of services as the Y.M.C.A. and K. of C.

In a word, it may be said that everything possible is done by the citizens of Halifax and St. John to extend that hearty welcome which all Canada feels should be extended to the boys as soon as they set foot upon Canadian soil. These ocean ports are justifying the privilege which their position gives them of being the first to welcome our returning soldiers.

E. ON THE TRAIN.

No time is lost in transferring the men from boat to train. The day after the Armistice was signed, a conference of railway heads was called in Ottawa and a committee of experts appointed to co-ordinate and direct the work of transporting the troops so as to eliminate all unnecessary delays and ensure the greatest possible comfort for the men.

This permanent transportation committee, representing the C.P.R., G.T.R., and the Canadian National Railways, arranges for special trains to meet every transport. These troop trains consist of colonist, tourist,

commissariat and standard sleeping and dining cars. On board each train is a permanent train conducting staff, which is responsible for discipline, messing, etc., and representatives of the Y.M.C.A. and Knights of Columbus, who render all possible assistance to the men on their journey, giving information, sending telegrams and mailing letters, etc.

Should a stop-over or delay become unavoidable, the men are provided for. Barracks and an ample food supply are available at the following divisional points:—Halifax, Amherst, St. John, Mont Joli, Levis, Megantic, Quebec, Montreal, Cochrane, North Bay, Port Arthur, Winnipeg, Brandon, Regina, Calgary, Edmonton, Revelstoke and Vancouver.

F. AT THE DISPERSAL STATION—THE DISCHARGE

As already stated, Canada has been divided into 22 dispersal areas for demobilization purposes. The principal city in each area is the dispersal station. The dispersal areas and stations are as follows:

1. The Province of Prince Edward Island—Charlottetown.
2. The Province of Nova Scotia—Halifax.
3. One half of New Brunswick—Moncton.
4. One half of New Brunswick—St. John.
5. The north country of Quebec down to Three Rivers—Quebec.
6. The remainder of Quebec—Montreal.
7. The Ottawa Valley and Ontario down to the Thousand Islands—Ottawa.
8. The Kingston district west to Oshawa and north to the Madawaska river—Kingston.
9. The Toronto district north to the French River and the north mining country—Toronto.
10. The Niagara Peninsula—Hamilton.
11. Southern Ontario—London.
12. From White River to the Lake of the Woods—Port Arthur.
13. All of Manitoba except the Brandon territory—Winnipeg.
14. The Brandon territory—Brandon.
15. Southern Saskatchewan—Regina.
16. Northern Saskatchewan—Saskatoon.
17. Southern Alberta—Medicine Hat.

18. From Calgary north to Nordeg—Calgary.
19. Northern Alberta—Edmonton.
20. All of British Columbia except 21 and 22—Vancouver.
21. Vancouver Island and the immediate mainland—Victoria.
22. Cariboo, Kootenay and Yale—Revelstoke.

Men who have been sick en route are immediately received by the District Depot for medical treatment and receive pay as part of that unit.

All other men fall in alphabetically and are paraded to a Military depot where, under one roof with passage throughout the building, will be arranged the offices of the Ordnance Officer, the Soldiers' Civil Re-Establishment Dispersal Staff, the Paymaster, the Officer Commanding the dispersal station, and the Railway Agent. Each man can thus pass quickly from one office to the other and get away in the shortest possible time.

At the Ordnance office he turns in his equipment, except his steel helmet and clothing, which he is allowed to keep. The representative of the Soldiers' Civil Re-Establishment Department gives him such information and advice as he may require and a card of introduction to the nearest branch of the Provincial Returned Soldiers' Commission. To the head office of the latter a record is sent of all men interviewed by this representative. The paymaster issues the man a cheque covering his back pay, clothing allowance of \$35.00 and first month's War Service Gratuity. Finally the Officer Commanding gives each man his discharge certificate and passes him on to the railway agent from whom he receives a free ticket to his home town. The Military authorities also conduct an information and complaint office in charge of an officer specially qualified for that purpose.

As soon as the man is handed his discharge certificate, *he is a civilian* and immediately passes from under the control of the Department of Militia and Defence. But the care of the Government does not end at this point. The military authorities supply adequate quarters and rations for the men until train time and for those who wish to stay overnight. Out-of-town men who are given overnight leave and do not wish to remain in barracks, can find the best of accommodation at hostels provided by the Y.M.C.A., Knights of Columbus and the Salvation Army. In Toronto, for instance, these three organizations have provided ample accommodation at the low rate of 25 cents for a bed and 25 cents for a meal. The same is true of Montreal, though here the Salvation Army has no hostel. This lack is, however, more than made up by the Khaki League, a local organization which has recently increased its accommodation to 400 beds. This League gives the soldier free board and room for the first ten days, but after that charges the unit rate of 25 cents. Its organization and work are depicted in Chart No. 26.

G. THE WELCOME HOME.

Steps have been taken to see that no soldier comes to his home town without being "welcomed home," and that the welcome for the last man to return is just as warm and hearty as for the first train-load. Reception Committees, appointed by the Municipal authorities or organized at the instance of public-spirited citizens or consisting of representatives of the various voluntary organizations, have been formed or are being formed in every city, town and hamlet throughout the country. These committees will see that somebody meets every train; they will see that public receptions are held to welcome the boys; they will do everything possible to help them get employment and to remove sources of complaint; and they will continue to exercise a general supervision over the welfare of the returned men, until they are satisfactorily established in civil life.

The organization of the Reception Committee varies with local conditions in each town. In Toronto, for instance, there is a Reception Committee working in conjunction with the Soldiers' Aid Commission, the Y.M.C.A., the Knights of Columbus, the Salvation Army and the Rotary Club. In London there is a Citizens' Committee acting in co-operation with the Soldiers' Aid Commission. Whatever the nature of the Committee, its functions are the same and the important point is to have some organization responsible for the efficient performance of these duties in every locality.

V. Bringing Home the Soldiers' Dependents

A. HOW RETURNED.

Quite as difficult in many ways as the problem of demobilizing Canada's soldiers is the task of bringing home their wives and children who are now in England and France. Before the Armistice was signed, some 22,000 of these dependents had already been returned, but it is estimated that at least 50,000 have still to be brought over. Many of these dependents have never seen Canada. It is Canada's duty to bring over these thrice-welcome citizens with all speed; it is her privilege to do everything possible to help them establish their home life. This is especially true of those who come to Canada for the first time and know nothing of the conditions that will attend the building of their new homes.

It has been recently decided to bring back all these dependents at the public expense. Those who have already returned since November 11, will have their ocean and railway fares refunded by the Government.

As we have already shown the present facilities for transporting soldiers and their dependents limit the number to about 30,000 monthly. It will, therefore, be impossible to bring back more than 5,000 to 7,000 dependents per month.

After January 19, the transportation of these dependents from England and France to their homes will be under the care of the Department of Immigration and Colonization. Special ships are to be detailed for this purpose. A military officer is to be in charge and an adequate staff of stewardesses is provided. Provision is also made for medical attendance. On each boat is a Y.W.C.A. Secretary trained in social work. Many of the women are accompanied by their husbands, but no other passengers are allowed on these special dependents' ships.

It has been adopted as a general policy that those dependents who have never been in Canada must wait until the return of their husbands, unless they satisfy the Commissioner of Emigration in London that the husband has a bona-fide home to which his wife can go.

B. AT THE PORTS OF DISEMBARKATION.

At the ports of disembarkation, Halifax and St. John, the Immigration Department maintains buildings and its usual staff of agents, inspectors, etc., who look after the landing and entrainment of the soldiers' dependents; make arrangements as to special trains, heating and equipment of trains, etc. They are also provided with funds and with instructions to make to soldiers' dependents any necessary advances of money on promise to repay. The Canadian Patriotic Fund, however, has agreed to make a straight gift of the necessary amount in such cases of need.

Co-operative arrangements have been made by which the various voluntary organizations will extend every assistance to these returning dependents. At Halifax they are welcomed by the Women's Reception Committee, composed of members of the Red Cross and the I.O.D.E. This Committee has been organized for nearly two years and has been doing splendid work.

At St. John there is a similar Committee representing the following organizations: the Soldiers' Wives League, Y.W.C.A., Red Cross, Patriotic Fund, Salvation Army, I.O.D.E., Local Council of Women, Roman Catholic Women's Organization, Young Women's Patriotic Association, and Hebrew Women's Society. Two Secretaries of the national Y.W.C.A. act as executive officers. (See Charts 27 and 28 for organisation of Red Cross and Y.W.C.A.)

These organizations meet every boat, locate the women's luggage, take charge of the babies, and bring the women to cosy rest rooms. Here cots and baths are provided for the children. Hot lunches can be secured and

overnight accommodation is arranged. On each of the Committees there is a trained nurse to give necessary expert attendance. Women who are too sick to proceed on their journey are taken to the local hospitals where arrangements have been made beforehand for the necessary accommodation. These organizations also secure the railroad tickets for the women, get their money changed, and give them such information as they desire. One of the workers accompanies each woman to her train.

The Repatriation Committee has also a nurse trained in social work to act as its special representative at these ports.

C. ON THE TRAINS.

On the trains the same care is taken to ensure the welfare of the women and children. Special trains are provided with special equipment (mattresses, etc.), and special dining service at low rates. Further, on each train carrying unaccompanied women and children there is a Red Cross nurse, experienced in social service and supplied by the Canadian Association of Graduate Nurses. This nurse carries with her first aid supplies and an emergency fund of money furnished by the Red Cross Society. The nurse also sends ahead telegrams giving the number of dependents who will arrive in each place and the number in need of assistance.

These special trains are in charge of representatives of the Department of Immigration and Colonization. The Red Cross nurse is directly under their supervision. The organization of the Immigration Department which assumes responsibility for the safe return of the dependents is outlined in Chart No. 19.

D. THE WELCOME HOME.

But it is in the home town—not only when the train pulls in at the station but from that moment till the home is satisfactorily established—that welcome can be given and the most effective repatriation work done.

It was early found desirable that a Dominion-wide organization should be found which would assume responsibility for the efficient working of the arrangements made to receive soldiers' wives and children. As the main function of the Canadian Patriotic Fund has always been to care for soldiers' dependents, arrangements have been made with it to assume this responsibility. In order to carry out this important duty in the best possible way, it will be necessary for all those other organizations which have so splendidly interested themselves in patriotic work and social welfare to co-operate as wholeheartedly in this work as they have done in the past. They can meet the women at the trains; help in providing canteens, rest-rooms and hostels; and visit the women in their homes.

These organizations have already undertaken this work in most of the large towns and cities, and have worked out efficient arrangements for co-operation. Thus in Toronto the Patriotic Fund is working in conjunction with the Y.W.C.A., Salvation Army and Rotary Clubs. The Rotary Club arranges for the transportation of the dependents from the trains to their residences. The first information of those coming to Toronto is wired from Moncton or Macadam Junction and confirmed by long-distance phone after leaving Montreal. Dependents who have city addresses are taken by the Rotary Clubs to their homes. Those intending to reside in Toronto but having no homes ready to receive them are taken to a Reception Hostel where sleeping accommodation, laundry, dining-room and play-rooms for the children are provided. Hostels with sleeping and boarding accommodation are also provided by the Y.W.C.A. and by the Salvation Army. Dependents transferring at Toronto for Western Ontario points are given breakfast and taken to their trains. Information is also telephoned ahead in order that they may be met by the Reception Committees in their home towns.

Similar co-operative arrangements have also been made or are being made in every city, town and hamlet in the country. The exact nature of the scheme will of course vary with local conditions.

It should be said that the Rotary Clubs have undertaken to provide transportation from train to residence in the twenty-one towns in which they are represented. The military authorities have also notified all general officers commanding the military districts to put all military automobiles at the disposal of such work.

VI. The War Service Gratuity

On December 21, an Order-in-Council was passed providing for a War Service Gratuity which, it is believed, makes Canada's treatment of her troops more generous than that of any other nation. The Gratuity is not only a token of appreciation. It is also meant as a reserve fund to enable the soldier to tide over the period between his discharge and the finding of steady employment.

The War Service Gratuity is really an extension of the "post discharge pay" system which was in operation before the Armistice. A larger grant will now be made to all who have served *at the front* whether discharged before or after November 11. It will be given over and above any "back pay," pension or clothing allowance to which a man may be entitled. It is given in addition to the attention and service which the Government will devote to restoring our fighting men to civil life.

All soldiers and sailors discharged on or after November 11th, 1918, who have served with good conduct will receive War Service Gratuity according to their class. Soldiers and sailors discharged before November 11th, 1918, will receive War Service Gratuity only if they served in any actual theatre of war. If a soldier or sailor discharged before November 11th, 1918, did not serve in an actual theatre of war he will be entitled only to post discharge pay—according to his class on the old scale.

The gratuity consists of a continuation of the man's pay, field allowance and separation allowance for a period beyond his discharge. This period is graded according to the length and character of service. If his service has been in part overseas his gratuity is figured on a higher scale than that of the man who has served only in Canada.

The maximum gratuity is 183 days' pay and allowances. This is given to the man who has served three years, any of which service was overseas. Two years' overseas service qualifies a man for 153 days' pay and allowances, 1 year's overseas service for 122 days' and less than one year's overseas service for 92 days. For men who served in Canada only, the corresponding gratuities in the first three cases are 92, 61 and 31 days' pay and allowances. No gratuity is paid to those who have served only in Canada for less than one year. If the monthly pay and allowances for a man whose dependents have been receiving separation allowance should be less than \$100 he is given \$100 per month as gratuity. A part of the gratuity equal to separation allowance will be paid direct to the dependent entitled to it. If the monthly pay and allowances for a man without such dependents should amount to less than \$70.00 he is to receive \$70.00 per month. Further, every gratuity granted will amount to at least one month's pay, field allowance and separation allowance.

Men who have already been discharged will be given the gratuity to which they are entitled (less any "post discharge pay" they have received), after February 1st, 1919. Application for an adjustment must be made to the paymaster of the district from which the soldier was discharged. The necessary form to be filled out in support of each claim for adjustment may be obtained from the military headquarters of each district, from district and unit paymasters and from officers commanding militia units.

Men who are still in the service will receive their first month's gratuity immediately upon their discharge—unless they are "boarded" to receive treatment and full pay and allowances from the Department of Soldiers' Civil Re-Establishment.

Men who are in the care of the Soldiers' Civil Re-Establishment will get their gratuity as soon as they cease to receive full pay and allowances.

VII. Helping the Wounded to Overcome Handicaps

A. A FREE MEDICAL CARE.

In our discussion of demobilization, nothing was said about wounded men. These constitute a class of considerable numbers. Speaking in Toronto on Dec. 16, 1918, General Mewburn stated that there were 32,000 hospital cases in England and 10,000 in France. "These must not be hurried home," he went on to say. "They are now getting the best hospital treatment in the world and to move them before they are sufficiently recovered might have very serious results."

However, as soon as such men are fit to move they are brought home on hospital ships in care of the Canadian Army Medical Corps. On arriving at the Atlantic ports they are taken on hospital trains to the various military hospitals and are kept in charge of the military authorities until certified by a Board of Medical Officers as either cured or in such a condition as to require prolonged or permanent institutional care.

In the latter case they are taken on the pay rolls of the Medical Services Branch of the Department of Soldiers' Civil Re-Establishment and placed in suitable hospitals. This branch is under the direction of Lt.-Col. F. McKelvey Bell. It has built or taken over a large number of institutions throughout the country and has made arrangements for the care of its patients in numerous other hospitals not under its control. Thus on Dec. 1, 1918, 3,490 patients were under treatment in over 150 institutions.

Sanatoria for treating tuberculosis under the most favorable conditions are operated in every province under the direct supervision of this Branch. Occupational Therapy has played a big part in the sanatoria where soldiers are being cared for, and the vast majority of cases recover.

In addition to the tubercular patients, mentally affected cases form a large class of those cared for by this Branch, which has one institution set aside for patients who are likely to respond to treatment. Incurables, who cannot take industrial re-education and become self-supporting, are to be cared for in special hospitals, one of which is already in operation at Toronto.

Discharged soldiers or sailors who become ill or disabled again as a result of some disease or injury suffered during war service are entitled to receive free medical and surgical treatment.

An ex-soldier or ex-sailor who has a recurrence of a war disability should, if he is not too ill, go at once to the local medical officer of this Department. If he is too ill, he should have that medical officer notified at once by telephone. Should he be taken ill in a place where there is no representative of the Department, he should call

in a local physician to give him the necessary immediate treatment, and ask him to communicate at once all details of the case to the nearest medical officer of the Department. Treatment at the expense of this Department can only be secured through these representatives. The Department cannot pay any bills for treatment which have not been authorized by the Department. If the medical officers recommend it, pay is given to patients and allowances are granted to their dependents by the Department, during the period of treatment. The established scale of pay and allowances that may be granted depends upon the extent to which the treatment recommended by the medical officer of the Department prevents the patient from doing his regular work.

B. FREE ARTIFICIAL LIMBS.

But the work of this Department does not necessarily stop with the free provision of medical and surgical treatment. Another branch has charge of the provision of orthopedic and surgical appliances. Every returned soldier who is an amputation case is not only provided by the Government with such artificial limb as he may require but is entitled to have that limb repaired, and, if necessary, replaced at any time during his life-time. A Government factory has been established at Toronto, where are manufactured artificial limbs embodying the best features that the world's experts have so far been able to devise as substitutes for the irreplaceable original limbs. Orthopedic boots are also manufactured here and fitting and repair depots have been established at the principal centres in each unit, so that discharged men, in need of new equipment and repairs, need not journey all the way to the parent factory at Toronto. The fitters are, for the most part, discharged men wearing artificial limbs themselves.

C. FREE VOCATIONAL TRAINING.

If the handicap which the soldier has suffered through military service prevents him from working at the trade which he followed before enlisting, the Government has undertaken to train him for a new occupation and to support him while he is taking the course. This work is carried on by the Vocational Training Branch of the Re-Establishment Department. The organization of this branch is described in charts Nos. 12 and 12A. The Director of Vocational Training is Mr. Segsworth. He has an Assistant Director at Ottawa, and District Vocational Officers in charge of the work in each district.

The work carried on is of two types:

- (a) *Occupational therapy*, by which is meant the work carried on in the hospitals of the Department of Militia and Defence and of the Re-Establishment Department. This work is, firstly, curative in its

importance, and secondly and in a minor sense, vocational. It is carried on in these hospitals by a corps of instructors and "aides" acting in co-operation with the medical doctors. As far as possible the occupations taught are such as will be useful, although sometimes in the case of bed-ridden patients, the weaving, basket-making and other occupations have more therapeutic than commercial value. This work is spoken of as "ward occupations." Ambulant cases, however, often receive genuine, practical benefit from participating in the woodworking, poultry culture, motor mechanics, gardening, book-keeping, typewriting and general education classes. Such work is carried on in what are known as Curative Workshops. Schools for training instructors in ward occupations and in curative workshops are maintained at Toronto.

In this excellent work Canada has shown the way to all other nations. The United States is following Canadian example, giving frank credit to the source of its inspiration.

(b) *Industrial Re-Training* which refers to the re-education of all men who are specifically so disabled as to be unable to return to their former occupations. It is now given only after a man has been discharged.

The Vocational Training Branch gets into touch with invalided soldiers as soon as possible after they reach Canada. While they are still in the military hospitals a staff of interviewers, all returned men themselves, ascertain essential facts about the physical condition and industrial experience of every returned man. These facts are analyzed by experts in the various Unit Areas of the Department with a view to offering the returned man such assistance as he individually may require.

When these preliminary investigations have shown with fair accuracy that a given disabled soldier is entitled to a course of industrial re-education, the man is brought before a Disabled Soldiers' Training Board for a consultation upon the kind of training which would be most suitable. The Board consists of the District Vocational Officer, selected because of his ability as a vocational counsellor; a medical man who is able to pass upon the physical possibility of a disabled man engaging in any occupation proposed; and a representative commercial or industrial man, who is qualified to advise upon the likelihood of permanent employment, good wages and promotion in the line suggested. The man's own previous experience is thoroughly discussed, with a view to finding some kindred trade where his early training will stand him in good stead. As a result of this practical, sympathetic and thorough examination, very few decisions have ever had to be reversed and a considerable majority of those who have taken the courses have been located by follow-up officers as successfully engaged in the occupations for which they were trained. The number of actual failures has not reached five per cent.

The courses themselves cover a wide range and are given under a variety of conditions. Existing technical schools and university engineering and agricultural departments have been largely utilized. In some training centres splendid new schools have been equipped. Most of the training, however, is given in industries. The C.P.R. Angus Shops, the Russell Motor Car Co., the Acadia Sugar Refinery, the Granby Mining and Smelting Co., the Dominion Steel Co., and hundreds of other large and small private corporations have wholeheartedly offered their co-operation. A survey is first made of industries in each district, the surveyor classifying all the various occupations according to the needs of the Re-Establishment Department. Note is taken of the physical abilities required by each occupation and of the disabilities which workers may have without impairing their efficiency.

Frequently the work in the school and in the industries can be combined, the former giving the preliminary training in the use of certain tools or the operation of certain machines or perhaps the "book-learning" which will enable the man more readily to take his place at the factory bench.

An important feature is the fact that during all his training, the Department supports the disabled man by a scale of pay and allowances adequate for himself and such dependents as he is responsible for.

A single man while undergoing training receives \$50 a month. A married man receives directly \$38 a month and the following additional allowances are paid to his wife for her use and the use of their children:

For wife.....	\$35	For wife and four children.....	\$53
For wife and one child.....	42	For wife and five children.....	55
For wife and two children.....	47	For wife and six children.....	56
For wife and three children.....	50	For each of seven or more children.....	3
A widower with children receives \$38 himself and		For four children an amount not exceeding..	\$46
For one child an amount not exceeding... \$35		For five children " " " "	48
For two children " " " "	40	For six or more children " " " "	49
For three children " " " "	43		

As in the army allowances are made for the dependents of unmarried men. The maximum allowance is \$55. In order to prevent inequality of pay to men in the same position before the Department, pension, which is awarded at the time of discharge from the army, does not begin until completion of the industrial re-education course. At the conclusion of the course also it is customary to give men who have applied themselves diligently an extra month's vocational allowance to assist them during the short period of unemployment.

Up to December 1st, 1,984 disabled soldiers had graduated from re-training courses and been placed in civil employment. On the same date 7,176 disabled soldiers had been officially approved for such courses.

D. PENSIONS

The services of the best medical experts and of the most up-to-date institutions are placed freely at the disposal of men who have been disabled. Those who have been so disabled that they cannot return to their former occupation are given, at the country's expense, an opportunity to acquire a new trade. But Canada's care for the disabled man does not end here. *All* disabled men, whose earning capacity in the general labor market has been injured by war service, receive compensation in the form of a pension—provided medical treatment fails to restore full normal capacity. At present over 60,000 persons are receiving such pensions and the Minister of Finance has estimated Canada's yearly pension bill at a minimum of \$30,000,000.

A pension may be defined as an award of a monthly or annual sum of money made by the country to a soldier or sailor in consideration of the disability he has suffered during his service; or to the widow, children or other persons dependent on a deceased soldier or sailor on account of his having been killed in action or having died as a result of his service. The idea is that the pension is not a gift from Canada as a reward for good service done. It is a compensation paid as a right by Canadians through their Government, to those of their fellow-citizens who have been incapacitated while performing public service. Its object is to enable its recipients to live, on equal terms and unhandicapped by their disability, in competition with their fellows who have not been incapacitated. It does not remove from the pensioner the obligation to be self-supporting and to provide for his dependents.

All matters relating to pensions are under the control of a Board of Pensions Commissioners, attached to the Department of Soldiers' Civil Re-Establishment. (See Chart No. 14). The Board, which consists of three members appointed for ten years or during good behavior, is charged with the duty of administering the pensions regulations authorized by Order-in-Council. It does not make these regulations nor decide on the amount of a man's pension; it merely interprets the law and puts it into effect. According to the recently adopted report of a special pensions Committee, appointed at the last session of Parliament, the Board is to be developed as a civil rather than as a military organization and the members are to give full time to their duties.

According to the regulations which the Pensions Board has to administer, the amount of any individual's pension is determined by the percentage of disability which he has suffered. Thus if a man should be so disabled as to be completely incapacitated for ordinary work, then he is entitled to and receives a "total disability pension," which is also known as a "one hundred per cent pension," and amounts to \$600 a year. If a man is less than totally disabled he receives a proportion of the total disability pension equal to the proportion his disability bears

to the total disability. For instance, a man 50 per cent or one half totally disabled, receives a pension equal to 50 per cent of the total disability pension, that is one half of \$600 a year.

The proportion or percentage that any disability bears to total disability has been carefully calculated and determined by experts, and is as fair and generous as it is possible to make it.

Every man before he is discharged from the army or navy is medically examined or boarded, and it is by the result of this examination that the Board of Pension Commissioners is mainly guided in estimating the man's disability and the amount of compensation (pension) he is entitled to. The relationship between the Medical Board and the pension applicant is to be that of doctor and patient. Every opportunity is to be given to have the man's condition considered from his point of view. The report of this examination before discharge, with all the papers and details of the man's condition, is forwarded to the Board of Pension Commissioners at Ottawa, and these documents form the basis for estimating the man's percentage of disability—or what proportion the injury to his earning capacity in the general labor market bears to the 100 per cent or total disability.

Any pensioner who is dissatisfied with the estimate of his disability, as made by the medical examiners appointed by the Board of Pension Commissioners, may apply at his district office for a certificate of disability form (B. P. C. 819) and with this go to his own or any other doctor, have an examination made and the form filled in. If, on the receipt of this certificate, the Board of Pension Commissioners considers that the private doctor's report warrants further examination by the medical advisers of the Board, then the cost of the pensioner's examination by the private doctor will be paid by the Board up to \$3.00 for an ordinary examination, or \$6.00 for an examination requiring the use of special instruments or apparatus. If, on the other hand, it is the opinion of the Board of Pension Commissioners that the private doctor's report on form 819 does not warrant further examination or board, then the pensioner himself shall pay the cost of such examination by such private doctor. Disability pensioners ordered to present themselves for re-examination are allowed travelling and living expenses. If they are living in the close vicinity of the place of examination they will be paid \$1.10 a day for every day or part of day they are absent from their employment for the purpose of re-examination. If they live at a distance from the place of examination pensioners will be paid actual travelling and subsistence expenses, in addition to the \$1.10 a day, for the period of their absence from home for the purpose of the examination, at the rates of \$1.50 a day for room and seventy-five cents for each meal. Sleeping car berth is issued as per railway receipt. Payment of these expenses will be made after the re-examination of the pensioner.

If a pensioner is dissatisfied with the amount of his pension, he has the right to appeal in person, or by counsel, to the Board of Pension Commissioners direct, against its original decision, and such appeal will receive every

consideration. If necessary, the Board of Pension Commissioners will order a re-examination of the pensioner; if re-examination is unnecessary, the Board will send a full explanation to the pensioner.

A pension lasts as long as the disability for which it was awarded exists. Should the disability for which a man was discharged from the navy or army become worse, that is, should his capacity for work decrease as time goes on, the pensioner has the right to ask for a re-examination at any time for the purpose of having his condition reviewed and his disability re-estimated.

Should the result of this examination prove the disability to have increased, then the Medical Advisers of the Board of Pension Commissioners will increase their percentage estimate, and this as applied to the rates laid down in the pension regulations will provide the pensioner with a greater amount of compensation or pension. On the other hand, should a man's condition improve so that he is better able to work—that is, should his disability decrease as time goes on—then, when he reports for re-examination, which all pensioners must do periodically, the medical advisers of the Board of Pension Commissioners will determine the percentage of improvement and the Commissioners may reduce the percentage estimate accordingly.

In addition to his pension a married man is granted allowances for his wife and children (girls under 17 and boys under 16). These allowances, varying directly in amount according to the man's pension, are continued, in the case of the wife during her lifetime and the continuity of the pension, and, in the case of the children, until the girls become 17 years of age and the boys 16, or until married, if that takes place before the attainment of the ages of 17 and 16. For special cases where mental or physical deficiency prevails, the allowances for children may be continued until they attain the age of 21. These allowances vary from \$96. to \$144. per annum.

The word "child" used in connection with the awarding of allowances for pensioners' children, includes a step-child and a child in respect of whom the pensioner stood *loco parentis*, that is as natural, adopted or foster father, provided always that this relationship existed before the man's enlistment or before he incurred his disability.

When a member of the forces is reported killed or dead, the pension due his dependents shall be paid from the first day of the month following the month the report of his death is made. When a pensioner dies as a result of the disability for which he was pensioned, the pension due his dependents shall be paid from the day following his death.

Widows receive pension and allowances for their children in accordance with the scale laid down in schedules "C" and "D" (see below).

Orphan children, and orphan brothers and sisters wholly or mainly dependent on a deceased brother who leaves neither a widow nor children, receive allowances of \$16. to \$24. per month each. Other children of deceased members of the forces receive from \$8. to \$12. a month.

In all cases where a pension is awarded a widow or children, or both, of a deceased member of the forces on account of death, an additional payment equal to two months' pension shall be paid the first month, in addition to pension.

A widow on remarriage ceases to draw a pension, but she is given a gratuity equal to one year's pension and the allowances in respect to the children are continued until the boys are 16 years of age and the girls 17; except in the case of mental or physical deficiency, when the allowance may be continued until they reach the age of 21. The same pension and allowances as are allowed to widows and their children are paid to the "unmarried widow" of deceased sailor or soldier, and the children born of such a union, provided that the deceased's "unmarried widow" lived together as man and wife for a reasonable length of time. All allowances to children cease automatically on their marriage.

The organization of the Pensions Board will be clear from a glance at the chart. The Board has built up an efficient staff of over 600 employees, 90 per cent of whom are returned men. While the head office is at Ottawa seventeen branch or district offices have been established in the principal centres throughout Canada, and an important branch is in operation in London, England. The work of the local branches consists of the receiving of applications from dependents for pensions, the visiting of pensioners in their homes (yearly and more frequently, if necessary), medical re-examinations and the handling of all complaints.

The names of the eight branches at the head office give some indication of the work involved. In addition, the Board employs a travelling representative whose duty it is to travel from coast to coast, interviewing pensioners and addressing meetings of organizations interested in their welfare.

Pensioners should not hesitate to consult their district office in regard to any matter on which they may have any doubt or uncertainty. District offices are the connecting link between pensioners and the head office of the Board of Pension Commissioners for Canada. Pensioners may always rest assured that not only will their inquiries be treated with courtesy and kind attention, but every information and assistance the district office can give will be cheerfully given. In short, when in doubt, a man should call upon his district office or else address his inquiry to the Secretary of the Board of Pension Commissioners for Canada, Ottawa, Canada.

The table showing pensions and allowances for disabilities appears on the following pages.

SCALE OF PENSIONS AND ALLOWANCES FOR DEATHS

SCHEDULE "C"

Rank or Rating of Member of Forces	Rate per Annum	
	Widows or Dependent Parents	Each Child or each Dependent Brother or Sister
All ratings below Petty Officer (Naval); Rank and file (Militia).....	\$ cts. 480 00	\$ cts. 96 00
Chief Petty Officer and Petty Officer (Naval); Squad, Battery or Company Sergt.-Major and Q. M. Sergeant (Militia); Sergt., including Staff Sergt. and Color Sergt. (Militia).....	510 00	96 00
Naval Cadet and Midshipman (Naval); Master Gunr. not W.O. (Militia); Regimental Sergt.-Major not W.O. (Militia); Regimental Q.M. Sergeant (Militia).....	620 00	96 00
Warrant Officer and Chief Warrant Officer (Naval); Warrant Officer (Militia).....	680 00	96 00
Sub-Lieutenant (Naval); Lieutenant (Militia).....	720 00	96 00

SCHEDULE "D"

Rank or Rating of Member of Forces.	Rate per Annum	
	Widows or Dependent Parents	Each Child or each Dependent Brother or Sister
Lieutenant (Naval); Captain (Militia).....	\$ cts. 800 00	\$ cts. 96 00
Lieutenant Commander (Naval); Major (Militia).....	1,008 00	96 00
Commander and Captain under three years' seniority (Naval); Lieutenant-Colonel (Militia).....	1,248 00	120 00
Captain (Naval); Colonel (Militia).....	1,512 00	120 00
Commodore and higher ranks (Naval); Brigadier-General and higher ranks (Militia).....	2,160 00	120 00

PENSIONS AND ALLOWANCES FOR DISABILITIES
(ALLOWANCES FOR CHILDREN NOT INCLUDED)

Rank	Per	Class 1.	Class 2.	Class 3.	Class 4.	Class 5.	Class 6.	Class 7.	Class 8.	Class 9.	Class 10.
<i>Naval in Italics</i>		100%	99-95%	94-90%	89-85%	84-80%	79-75%	74-70%	69-65%	64-60%	59-55%
Rank and file— <i>All below P.O.</i>	Year Month	\$ 600 00 50 00	\$ 570 00 47 50	\$ 540 00 45 00	\$ 510 00 42 50	\$ 480 00 40 00	\$ 450 00 37 50	\$ 420 00 35 00	\$ 390 00 32 50	\$ 360 00 30 00	\$ 330 00 27 50
Sergeants— <i>C.P.O. and P.O.</i>	Year Month	637 50 53 13	605 63 50 47	573 75 47 82	541 88 45 16	510 00 42 50	478 13 39 85	446 25 37 19	414 38 34 54	382 50 31 88	350 63 29 22
Reg. Sergt. Maj.— <i>Midshipman</i>	Year Month	775 00 64 59	736 25 61 36	697 50 58 13	658 75 54 90	620 00 51 67	581 25 48 44	542 50 45 21	503 75 41 98	465 00 38 75	426 25 35 53
Warrant Officer — <i>Warrant Officer</i>	Year Month	850 00 70 84	807 50 67 30	765 00 63 75	722 50 60 21	680 00 56 67	637 50 53 13	595 00 49 59	552 50 46 05	510 00 42 50	467 50 38 96
Lieutenant— <i>Sub-Lieutenant</i> .	Year Month	900 00 75 00	855 00 71 25	810 00 67 50	765 00 63 75	720 00 60 00	675 00 56 25	630 00 52 50	585 00 48 75	540 00 45 00	495 00 41 25
Allowance for Helplessness for above ranks not exceeding	Year Month	300 00 25 00
Additional Allowance for married members of Forces, above ranks.....	Year Month	96 00 8 00	91 20 7 60	86 40 7 20	81 60 6 80	76 80 6 40	72 00 6 00	67 20 5 60	62 40 5 20	57 60 4 80	52 80 41 40
Captain— <i>Lieutenant</i>	Year Month	1,000 00 83 34	950 00 79 17	900 00 75 00	850 00 70 84	800 00 66 67	750 00 62 50	700 00 58 34	650 00 54 17	600 00 50 00	550 00 45 84
Major— <i>Lieut.-Commander</i> ...	Year Month	1,260 00 105 00	1,197 00 99 75	1,134 00 94 50	1,071 00 89 25	1,008 00 84 00	945 00 78 75	882 00 73 50	819 00 68 25	756 00 63 00	693 00 57 75
Lt.-Colonel— <i>Commander</i>	Year Month	1,560 00 130 00	1,482 00 123 50	1,404 00 117 00	1,326 00 110 50	1,248 00 104 00	1,170 00 97 50	1,092 00 91 00	1,014 00 84 50	936 00 78 00	858 00 71 50
Colonel— <i>Captain</i>	Year Month	1,890 00 157 50	1,795 50 149 63	1,701 00 141 75	1,606 50 133 88	1,512 00 126 00	1,417 50 118 13	1,323 00 110 25	1,228 50 102 38	1,134 00 94 50	1,039 50 86 63
Brig. General— <i>Commodore</i> ...	Year Month	2,700 00 225 00	2,565 00 213 75	2,430 00 202 50	2,295 00 191 25	2,160 00 180 00	2,025 00 168 75	1,890 00 157 50	1,755 00 146 25	1,620 00 135 00	1,485 00 123 75

PENSIONS AND ALLOWANCES FOR DISABILITIES

(ALLOWANCES FOR CHILDREN NOT INCLUDED)

RANK	Per	Class 11.	Class 12.	Class 13.	Class 14.	Class 15.	Class 16.	Class 17.	Class 18.	Class 19.	Class 20.
<i>Naval in Italics.</i>		54-50%	49-45%	44-40%	39-35%	34-30%	29-25%	24-20%	19-15%	14-10%	9-5%
Rank and file— <i>All below P.O.</i>	Year Month	\$300 00 25 00	\$270 00 22 50	\$240 00 20 00	\$210 00 17 50	\$180 00 15 00	\$150 00 12 50	\$120 00 10 00	\$ 90 00 7 50	\$ 60 00 5 00	\$ 30 00 2 50
Sergeants— <i>C. P. O. and P. O.</i>	Year Month	318 75 26 57	286 88 23 91	255 00 21 25	223 13 18 60	191 25 15 94	159 38 13 29	127 50 10 63	95 63 7 97	63 75 5 32	31 88 2 66
Reg. Sergt. Maj.— <i>Midshipman</i>	Year Month	387 50 32 30	348 75 29 07	310 00 25 84	271 25 22 61	232 50 19 38	193 75 16 15	155 00 12 92	116 25 9 69	77 50 6 46	38 75 3 23
Warrant Officer — <i>Warrant Officer</i>	Year Month	425 00 35 42	382 50 31 88	340 00 28 34	297 50 24 80	255 00 21 25	212 50 17 71	170 00 14 17	127 50 10 63	85 00 7 09	42 50 3 55
Lieutenant— <i>Sub-Lieutenant.</i>	Year Month	450 00 37 50	405 00 33 75	360 00 30 00	315 00 26 25	270 00 22 50	225 00 18 75	180 00 15 00	135 00 11 25	90 00 7 50	45 00 3 75
Allowance for Helplessness for above ranks not exceeding	Year Month	300 00 25 00									
Additional Allowance for married members of Forces, above ranks.	Year Month	48 00 4 00	43 20 3 60	38 40 3 20	33 60 2 80	28 80 2 40	24 00 2 00	19 20 1 60	14 40 1 20	9 60 0 80	4 80 0 40
Captain— <i>Lieutenant.</i>	Year Month	500 00 41 67	450 00 37 50	400 00 33 34	350 00 29 17	300 00 25 00	250 00 20 84	200 00 16 67	150 00 12 50	100 00 8 34	50 00 4 17
Major— <i>Lieut.-Commander.</i>	Year Month	630 00 52 50	567 00 47 25	504 00 42 00	441 00 36 75	378 00 31 50	315 00 26 25	252 00 21 00	189 00 15 75	126 00 10 50	63 00 5 25
Lt.-Colonel— <i>Commander.</i>	Year Month	780 00 65 00	702 00 58 50	624 00 52 00	546 00 45 50	468 00 39 00	390 00 32 50	312 00 26 00	234 00 19 50	156 00 13 00	78 00 6 50
Colonel— <i>Captain.</i>	Year Month	945 00 78 75	850 50 70 88	756 00 63 00	661 50 55 13	567 00 47 25	472 50 39 38	378 00 31 50	283 50 23 63	189 00 15 75	94 50 7 88
Brig. General— <i>Commodore.</i>	Year Month	1,350 00 112 50	1,215 00 101 25	1,080 00 90 00	945 00 78 75	810 00 67 50	675 00 56 25	540 00 45 00	405 00 33 75	270 00 22 50	135 00 11 25

VIII. Distributing Employment Opportunities

A. THE DOMINION-PROVINCIAL EMPLOYMENT OFFICES.

In discussing the nature of the problem of repatriation, we have already shown that the crux of the whole matter is employment. Our discharged soldiers and displaced war workers must find acceptable employment in the ordinary peace trades as rapidly as possible. Two questions are here involved: Do the jobs exist? Can the unemployed be brought into touch with the jobs?

A year or more ago it was recognized that in the period of transition and upheaval following the coming of peace, the question of properly distributing the country's available labour supply would be quite as important as the provision of opportunities for employment. This recognition bore fruit in the spring of 1918 in the passing of an act to create machinery which is now the essential basis of all official efforts to reabsorb our soldiers and war workers into normal civilian life. Had this Employment Offices Co-ordination Act not been on the statute books, the responsibility of our authorities in charge of demobilization would have been much more serious, and the chance of extensive unemployment in certain of our large centres much greater. The Act, with commendable brevity, simply states that the Minister of Labour is authorized to aid and encourage the organization and co-ordination of employment offices, to establish one or more clearing houses, and to compile and publish information regarding prevailing conditions of employment. Up to a stated maximum the Dominion Government offered to share equally with the provincial governments the costs of organizing and operating the proposed employment offices. (See Chart 4.)

Little was done to implement the terms of the Act until the signing of the Armistice made the problem of repatriation one of immediate urgency. The November conference of Provincial and Dominion Ministers canvassed the whole situation once more and decided that employment offices should be opened up at once under the terms of the Act. It was agreed that private employment agencies shall be abolished. As for a separate chain of employment offices to deal exclusively with returned soldiers it was recognized that, apart from the needless duplication of machinery and expense, only by having a single chain of offices for both soldiers and civilians could the preference, which all agreed was desirable, be given to the returned men. A satisfactory compromise was therefore arranged. As elsewhere described, the Department of Soldiers' Civil Re-establishment is to have representatives in each of the local employment offices. To them the returned soldier seeking employment

will come and through them he will be introduced to the regular officials of the office.

Standard regulations to govern the operation of the offices and a standard set of forms, *e.g.*, applications for employment, employers' request for help, daily reports from local offices, etc., prepared by the Labour Department officials, are prescribed for all. This means that while the local employment offices are set up and operated by the different provinces, they will be conducted upon uniform lines. A surplus of 20 machinists will mean the same thing in Alberta as in Nova Scotia. Compilation and comparison of statistics, transfers, etc., can therefore be readily made. In return for the payment of fifty per cent of the cost, the Dominion has secured the right to co-ordinate the different provincial offices, to inspect their operations, and to require certain minimum standards of efficiency. In the Maritime Provinces the Dominion is to organize offices under its own control. The Provincial Governments are providing the premises.

Each local office (see Chart 4A) will be in charge of a superintendent with a staff of interviewers, record clerks, stenographers, etc. In addition—and this is an important point—there will be attached to each office a number of canvassers or salesmen. These men will be constantly out among the industries of the district, striving to “sell” the services of the bureau to manufacturers. It has been pointed out time and again that the manufacturers are even more in need of education in regard to the use of the employment office than are the workmen. Through the “salesmen,” through advertising and through efficient service, they must be taught to depend on the local office for their labour needs.

Another interesting feature, adopted as a result of British experience, is the advisory council of employers and employees in connection with each employment office. Such a representative body assisting the local superintendent is indispensable, especially when a strike or lock-out has been declared or is impending.

It is proposed to set up employment offices in all urban centres with a population of 10,000 or more, and in smaller places if the need warrants it. The larger cities will be served by two or more offices, which will make it possible to specialize according to class of worker, *e.g.*, Winnipeg may have one office for unskilled foreign labour and another office for skilled workmen. Present plans call for the immediate establishment of sixty-four offices throughout the Dominion, to be in operation as soon as possible after the first of January.¹

The local offices within any one province are linked together by a provincial clearing house in the capital city. This is under the direct supervision of the general superintendent of employment offices for the province, who receives daily reports, by wire if necessary, from each local superintendent. These reports show the activities

¹At the time of going to press about half were already in existence.

of the local office for the day, the number of applicants for work, the number of requests for help, the number of placements, the surplus labor available or the extent and character of the unsatisfied demand. The general superintendent has, therefore, an accurate picture of the employment situation throughout the province, and is enabled to arrange such redistribution of labour as may be desirable and possible. Thus, if the reports show a surplus of labour in Renfrew and a shortage of the same class of labour in Peterborough, a transfer can easily be effected.

To handle similar transfers between different provinces, Dominion machinery must be set in motion. The Department of Labour is to establish three Dominion clearing houses—one at Winnipeg for the Western Provinces, one at Ottawa for the Eastern Provinces, and one at Halifax for the Maritime Provinces (in which provinces by the way, there will be no provincial clearing houses). The daily reports which come in to these clearing houses will facilitate the movement of farm labour from East to West in the fall and all similar inter-provincial migrations of labour. This movement is likely to become much more extensive than at present, as the laborer who contemplates moving to a distant city will no longer go on the mere chance of getting a job—he will go with his eyes open, with the definite knowledge that employment is available for him at a stated wage rate and under stated working conditions. Mobility of labour, that is to say, will be tremendously increased.

One of the chief troubles in the past has been the utter lack of any adequate knowledge of employment conditions. The reports from the local offices and clearing houses will remedy this to a large extent. But the Department of Labour is not relying solely on this source of information. It has already at work two field agents, one in the lumbering industry and one in mining, whose business it is to travel about visiting the different concerns in the industry, investigating conditions in a large way, encouraging expansion where desirable, and securing information as to anticipated requirements for labour. Each man is an expert in the trade which he represents. Such experts will be appointed in other important industries, *e.g.*, in shipbuilding. Another source of information is the weekly report secured from all trade unions and giving the extent of unemployment in the unionized trades. Finally, weekly questionnaires will be sent out to all employers of twenty-five or more laborers. These will be in the form of post cards and will show, among other things, the pay roll of the previous week, the number of persons leaving the concern within the same period, classified by cause and by occupation, and the anticipated requirements for labour or anticipated lay-offs in the immediate future. This is somewhat of a novelty in employment statistics and will require the hearty co-operation of employers. But supplemented by the methods already described it should place Canada in the forefront among nations in respect to the adequacy and usefulness of its employment statistics. Such statistics, it will readily be admitted, are essential to an efficient system of employment offices. They are, so to speak, "the eyes" of the system.

To complete the organization, advisory councils are set up in each province and these "feed in" to a similar Dominion body, the Employment Service Council of Canada. The latter is to be composed of representatives of employers, employees, agriculture, the G.W.V.A., and other interests, and its function will be to advise the Minister of Labour upon the general employment policy of the Dominion.

Through these Government Employment Offices, all persons in need of employment, both male and female, will secure such positions as are available. From this same source an employer's particular needs will be promptly filled. Indeed, the service rendered by these offices will be such as to warrant the heartiest co-operation and support on the part of employers of labour. They will endeavour to supply only such help as an employer can confidently take on—the right man for the right position. Thus, to the small employer of labour, they will take the place of the employment manager. The large employer of labour will find them of appreciable assistance to his employment manager.

The service of the Employment Offices will be given both to employers and to those who seek employment entirely *without charge*.

With such machinery established and in efficient working order, the problems occasioned by the demobilization of our soldiers and by the displacement of war workers are greatly simplified. If the jobs are available, the Dominion-Provincial chain of employment offices will ensure that job-seeker and job-giver are brought together in a way satisfactory to all parties.

A study of Chart No. 4 will make clear the various features in the organization of the Dominion-Provincial chain of employment offices, which have been described above.

B. INFORMATION AND SERVICE BRANCH, DEPARTMENT OF SOLDIERS' CIVIL RE-ESTABLISHMENT.

The employment offices are for the use of both soldiers and civilians seeking employment. Special steps have, however, been taken to see that the returned soldier is given the fullest advantage of their service.

This will be one of the chief functions of the Information and Service Branch of the Re-Establishment Department which has recently been established. Formerly this department was responsible only for the care of invalided and disabled soldiers. Now it assumes a special responsibility for the re-absorption of *all* soldiers into civil life, after their discharge by the military authorities. As we have already seen, however, its activities begin long before the point of discharge through its special representatives in England and on all transports.

The organization of this Branch is rather complicated. The details will be more clearly grasped if charts Nos. 6 to 11 are studied. The work of the Branch is supervised by an executive board, consisting of the Deputy

Minister, Lt.-Col. Healey; the Parliamentary Secretary, Lt.-Col. Hugh Clark; the Director, Major Anthes; and the Assistant Director, Mr. T. A. Stevenson.

In each of the eleven "Units" of the Department which, by the way, coincide with the eleven Military Districts, is a Unit Information and Service Officer, charged with the supervision of the Branch's work in the unit to which he is attached. He must be a returned soldier, and before appointing him, the Department will consider the recommendation of the Provincial Returned Soldiers' Commission, of which it is desired he should be made a member.

At each dispersal station, as we have seen, is a staff of the Information and Service Branch to furnish returned soldiers passing through the area with all information required and to direct them to the nearest office of the Returned Soldiers' Commission. If the man is seeking employment, the Commission will refer him to the nearest Government Employment Office. Here he will first come in contact with the representatives of the Re-Establishment Department. The latter will interview the applicant, take a record of his case, give him such information and advice as may be necessary, and introduce him to the regular officials of the office, who will endeavour to place him, giving him the benefit of his status as a returned soldier.

Like the dispersal area staffs these representatives in the employment offices are in the first instance responsible to the Returned Soldiers' Commissions, and through them to the Department. But to secure the closest co-operation, the Commissions are to be regarded as sub-committees of the Re-Establishment Department.

No matter how elaborate is the machinery provided, there are bound to arise "problem" cases which it is almost impossible to solve. It will be the duty of the Information and Service Representative in the Employment Office to utilize all the resources of his judgment, sympathy and insight in the treatment of such men. He must find them jobs time and again, and if he has finally to admit failure, he is to hand them over to the authorities immediately above him and ultimately to the Executive Board of the Branch where all that is humanly possible is done to find them suitable employment and make them efficient and contented citizens.

One more part of the machinery needs to be noted. The Re-Establishment Department has divided the country into six districts in each of which it will have a "Special Representative," constantly travelling about and acting as a special ambassador of the Department in the field—making suggestions, reporting how the machinery is working, etc.

C. PROVINCIAL RETURNED SOLDIERS' COMMISSIONS.

In describing the Department of Soldiers' Civil Re-Establishment, we have already touched upon some aspects of the work of the Returned Soldiers' Commissions. These exist in every Province and are carrying on a splendid work, though under varying conditions.

As Chart 22 shows, the nature of the organization of the Commissions varies somewhat from province to province. In Ontario, which is typical of most of the provinces, there is a central body at Toronto with the Provincial Secretary, Hon. W. D. MacPherson, as Chairman, and a paid Secretary, Mr. Warwick. Directly beneath this central body are the local branches in 142 of the cities, towns and villages of the province. The local branches have in most cases been organized by the General Secretary and they are furnished with stationery from the central body. It is proposed to organize branches in every hamlet where there are at least five returned soldiers. Alberta and Saskatchewan are adopting the district or zone system of organization. The province is divided into half a dozen or more districts or zones, and the secretary of the district branch is made responsible for the organization and work of the local branches within his district, he in turn reporting to the general secretary for the Province.

The degree of organization also varies greatly from province to province. Ontario, as we have seen, has at present 142 branches. Manitoba has 301 and Alberta over 500, though in both these cases, some of the branches are represented simply by a single correspondent. British Columbia is also well organized. New Brunswick, on the other hand, has very few branches—because of the smallness of the provincial grant—and Quebec has only four branches. These figures will give some idea of the facilities at present available for the reception of our men, as they return from overseas.

Finally, the work performed by the different Commissions has, up to the present, shown no uniformity. In Quebec, the Commission has confined itself to the securing of employment for returned men. In Saskatchewan, the central body has also confined itself to employment, though it has organized as well local "Welcome and Aid Leagues" to carry on the other functions which are performed by the Provincial Commissions in the remaining provinces.

As a result of a conference of the Provincial Commissions and the Re-Establishment Department in November, a general agreement was reached as to the activities of such Commissions. For instance, the task of finding employment for the returned man was turned over to the Federal and Provincial Departments of Labour, acting through the chain of employment offices which are now being established. In the smaller places where no Em-

ployment Office exists, the local committee will introduce the soldier seeking employment to the nearest Employment Office.

The conference, therefore, enumerated five duties for which the Provincial Commissions should in future hold themselves responsible:

- (1) To introduce the returned soldier to the nearest Employment Office.
- (2) To keep a record of all returned soldiers seeking employment in their respective districts.
- (3) To deal with complaints and troubles of returned soldiers generally.
- (4) To carry on their functions as a friend of the returned soldier as at present. This includes meeting of trains, receptions, etc.
- (5) To organize local branches in municipalities throughout the province where such are needed.

The Head Office of each Commission will receive a list of all the men as they arrive in port from the Officer Commanding the Clearing Services at the port. A detailed report is to be received from the Re-Establishment Department's dispersal area staff which supplies full information regarding the address, trade, disability, etc. of each man. All this information is in turn sent out by the General Secretary to the local branches in the towns to which the men are going.

We have already noted that the Provincial Commissions are regarded as sub-committees of the Re-Establishment Department.

IX. Ensuring Employment Opportunities

A. CO-OPERATION OF EMPLOYERS.

Machinery for bringing the employment-seeker and the employment opportunity together is absolutely indispensable. But no matter how efficient such machinery may be, the problem will not be fully solved unless employment opportunities exist. For this, chief reliance must be placed upon the ordinary processes of industry. Relatively little can be done actually to CREATE employment opportunities.

The normal course of industry will, it is hoped, provide sufficient outlets for most of our surplus labour. When one remembers the pressing needs of the world at this time for commodities of all kinds, one wonders how this hope could fail to be realized. The shelves of the world are bare. Normal consumption in all countries has been repressed. People have been wearing old clothing and old shoes. Household supplies have been allowed to

run down. "Hunger, long-standing is eager for relief." Industrial equipment has not been kept up and the need for new buildings, new machinery, new railroad equipment is very great. The actual destruction in the battle area of houses, factories, railroads, cities, soil and mines has been appalling—amounting in the case of Belgium alone to over \$4,000,000,000. In the face of such a tremendous need for products of all kinds, it would seem strange if any large body of men should long remain unemployed because they could not find work. This need not be the case unless general industrial disorganization and confusion is allowed to develop.

In Canada any such disorganization is altogether unlikely. Canadian business men are extremely adaptable and not lacking in courage. They do not intend to stand pat, waiting for things to happen. Rather are they vigorously grappling with the difficult situation presented by the transition period. Much progress has already been made in adjusting their businesses to a peace basis. Possibilities of expansion in foreign markets have been carefully studied, and in some instances manufacturers in allied industries have banded together to secure added strength in their competition with foreign producers. Utilization of plant and machinery to provide the Canadian market with articles hitherto bought from abroad has also been thoroughly considered. Some industries, at the instance of the Advisory Council for Scientific and Industrial Research, have grouped themselves into research guilds to study their common problems. They will attempt to devise improvements in technical processes, means of utilizing by-products and conserving wastes, etc., in order that maximum production may be obtained at lowest cost and highest efficiency secured in the competitive markets of the world. Further, Canadian manufacturers have themselves formed a Canadian Industrial Reconstruction League which has been making a thorough study of all the problems of repatriation and reconstruction and advising its members of the best methods of meeting the difficult problems which now confront them.

Canadian business men have therefore not been lacking in initiative and resource in this readjustment period. They have gone forward to grapple with the situation. They have done this, not solely as a means of self-preservation, but, in part also, as a patriotic duty. Various conferences have been held with the Dominion Government and with the Repatriation Committee. In the discussions at these conferences, it was the general consensus of opinion that Canadian business men had a serious responsibility in this transition period when so much depends on public psychology—on confidence and optimism and courage. It was thought that not only should business men exercise all their ingenuity in adapting their businesses to the needs of the peace market, but that for the time being wages should be maintained as nearly as possible at the present level and that sudden

reductions in staff should be avoided wherever possible. The way in which Canadian employers have lived up to these expressions of opinion has left little to be desired and augurs well for the future.

Canadian industry is therefore expected to provide employment opportunities for all, or nearly all, those who will be seeking them. There will be relatively little or no need of creating such opportunities.

B. THE DOMINION LAND SETTLEMENT POLICY.

There is, however, one important way in which employment opportunities can be opened up. That is by a scheme of land settlement. Agriculture is Canada's foundational industry, the industry at the basis of her national prosperity. There are millions of acres, not only in the Western provinces, but also in the older parts of the Dominion, which are still unoccupied and uncultivated. In most of this territory, Canada has spent much money and pledged her credit in establishing an extensive plant represented by railway lines and municipalities. That equipment has never been operated to anything like full capacity. Maximum production, however, must now be Canada's watchword, if she is to bear the burden of debt which the war has brought. What is needed, therefore, is an army of people who will go upon the land and produce the food that is needed to feed the world and to provide the exports required to pay for Canada's imports and the interest on her foreign indebtedness. A proper scheme of land settlement will not only satisfy this need for greater production but will also provide an occupation and a home for a substantial proportion of our returning soldiers. For the soldier who is experienced in farming or who can be given the necessary training, this will be the very best form of re-establishment in civil life. Canada too will gain by the addition to her chief primary industry of a large body of contented and prosperous citizens. Both Dominion and Provincial authorities have therefore taken steps to aid in the repatriation of returned soldiers by facilitating in every possible way their adoption of agriculture as a permanent vocation.

In 1917 the Dominion Parliament passed what is known as the "Soldier Settlement Act." This Act has been in operation for some months and while, in view of the rapidly expanding necessities of returned men, very important extensions of the Government's policy have now been decided upon, it is desirable that a brief summary be given of the provisions and scope of the present Act and of its administration. This will be of value, not only in arriving at an understanding of what is open to the returned soldier under the Act, particularly in relation to homestead lands, but also in order that a clear view may be obtained of the effect of the proposals for the extension of the entire Soldier Settlement Policy now proposed.

Who may apply: Under the provisions of the present Act, persons entitled to benefit as "settlers" are those who have served with the Expeditionary Forces and who have left with an honorable record or who have been honorably discharged, namely: (a) any such person who has served in the naval or military expeditionary force of Canada during the present war; (b) any such person who has been engaged in active service during the present war in the naval or military forces of the United Kingdom or of any of the self-governing British Dominions or Colonies; (c) any such person, who, being a British Subject resident in Canada before the war, has been engaged in active service at one of the seats of war in either the naval or military forces of any of His Majesty's Allies in the present war; (d) the widow of any person described above who has died on active service.

Loans to Settlers: Loans may be made by the Soldier Settlement Board to settlers entitled as above for any of the following objects; the acquiring of land for agricultural purposes, the payment of incumbrances on agricultural land, the erection of farm buildings, the purchase of stock, machinery and equipment and such other purposes as the Board may approve. The money loaned shall be expended under the supervision of the Board.

Security and amount: In making any loan, it is provided that the Soldier Settlement Board must be satisfied that the value of the security offered is sufficient to justify the amount of the loan, the value being estimated on the basis of the agricultural productiveness of the land and the commercial value of any other security given; also, that the applicant has the ability to make from the land a fair living for himself and his family after making all interest and other payments which may become due with respect to the land. The value of the land as security will be determined by the Board by inspection and appraisal. First mortgage security must be given in case of all loans upon privately-owned lands. All loans upon Dominion Lands shall constitute a first charge. No loans can be made upon a leasehold, agreement of sale, or other limited title.

The maximum amount which the Board can loan to a settler is \$2,500. All this is not necessarily advanced in one sum at the time of approval. When the settler has made satisfactory improvements, demonstrating his *bona fides* and increasing the value of the security, the initial loan may be supplemented from time to time.

Repayment: All loans shall bear interest at the rate of five per cent per annum. The principal and interest are to be paid in equal annual instalments, extending over not more than twenty years. The Board may defer payment of the first two instalments to such later date as it may deem expedient.

Qualification to farm: The settler must have the necessary knowledge and fitness to farm. If his previous occupation has not been farming, he may secure the necessary training and experience by engaging in agricultural work with practical farmers, or otherwise, and he may be then dealt with if in the opinion of the Board he is qualified to successfully farm. Plans for the agricultural training of returned soldiers are now being arranged.

Procedure: Until the soldier is discharged application for loan or land cannot be dealt with. The first step of the returned soldier who wishes to make application under the Act is to procure from the Soldier Settlement Board a blank preliminary information form. This may be done by addressing the Soldier Settlement Board at Ottawa, or preferably the local Provincial Office of the Board. The records in the Militia Department at Ottawa will then be consulted for a report on the applicant's military record, and if the report shows the applicant to be eligible as a settler, a Certificate of his eligibility will be issued to him. His application and qualification to farm may then be dealt with.

Operation of Act: Up to December 15, 1918, loans to ten hundred and sixty-five returned soldiers aggregating \$1,385,786 had been approved. One hundred and sixty-two applications for loans were under consideration at that date. Six hundred and seventy-five soldier entries had been made on Dominion lands in the prairie provinces under the provisions of the Act.

Organization: In order to carry out the terms of the Act offices were opened first at Winnipeg, Regina and Edmonton. These offices were placed in charge of provincial supervisors, under the Soldier Settlement Board. To ensure that the assistance given to soldiers would be administered along sound lines and that men would not be encouraged to settle on unsuitable land, Honorary Loan Advisory Boards were established (now to be called Settlement Advisory Boards). These Honorary Boards were composed of men fitted by long experience for the responsibility they undertook, and these men have given freely of their services to the general advantage of all concerned. Later, offices were opened at Montreal, Toronto and Victoria with similar Loan Advisory Boards, and arrangements made with the Minister of Agriculture, Prince Edward Island, the Secretary of the Farm Loan Board for the Province of New Brunswick, and the Secretary of the Nova Scotia Returned Soldiers' Commission for the administration of the Act in these provinces.

Dominion Lands: This loan grant is the main feature of the Soldier Settlement Act. But provision is also made for the free granting of land to returned soldiers. In addition to his ordinary civilian right of homestead entry on Dominion Crown Lands, a further quarter-section (160 acres) may be granted him under entry on suitable settlement terms. No fees are charged in connection with a soldier entry and loans are granted to the soldier who enters for such land on the same terms as if the land were privately owned.

Careful investigations have been instituted by the Board into the question of the suitability for soldier settlement of the remaining free homestead lands in the Prairie Provinces.

The Board does not advise settlement under the Soldier Settlement Act on land which is not within a reasonable distance of railway transportation. All the remaining homestead lands within fifteen miles of the railways

in the Prairie Provinces have been withheld from ordinary civilian settlement, and only soldier entries permitted therein. This reservation is a temporary one, and was made for the purpose of conserving to the soldiers such good locations as might be available and of enabling the Board to inquire into the character of the homestead areas adjacent to railways. It is to be particularly noted that this reservation does not mean that all land which is available or which becomes available within fifteen miles of railways is reserved for soldiers as being suitable for soldier settlement, but merely that ordinary civilian settlement has been excluded in the meantime from districts near the railways. The Board is of the opinion that the remaining homestead lands near the railways offer very limited scope for land settlement of returned soldiers and that the bulk of it is unsuitable. Soldiers are advised that the Board has been unable to ascertain that there are any considerable areas adjacent to railways of suitable homestead lands to which it can direct general settlement. Up to date some eight hundred returned soldiers have made entries on vacant Dominion Lands.

In respect to the reserving of Dominion lands for soldiers, determining the classes of lands open to entry, the granting of entries, the performance of duties, application for patent, etc., the administration is carried on by the Interior Department, through the various Dominion lands agencies as in the case of ordinary homestead entries.

Special Transportation Rates: The railway companies of Canada have shown a commendable willingness to assist returned soldiers in settling upon the lands by the granting of special transportation rates. After some conferences between them and the Government, the low rate of one cent per mile was granted by them. This rate will apply to the soldier's first trip to work with a farmer, to attend an agricultural school, or to look for land; it will also apply in case the soldier wishes to return to his home destination for the purpose of transporting his goods or family to his farm, the same rate being also allowed to the adult members of his family who journey with him to the farm. Children between twelve and five pay half fare and children under five travel free. The rate will only be allowed by the railway agents on the production of a certificate issued to the returned soldier by the Soldier Settlement Board, or its authorized representative, stating that the holder is a settler entitled to receive such rate. As there are formalities to be gone through in complying with the company regulations and ascertaining military records, applicants are warned that they must apply for the certificate well ahead of the time they wish to commence the trip.

Further Proposals as to Soldier Settlement. It is to be noted that the provisions of the above Act look chiefly to the settlement of returned men upon Dominion Crown Lands and to the rendering of financial assistance to men who own farms of their own and are able to give first mortgage security for any financial assistance rendered.

It was early found that the amount of Dominion Crown Lands suitable and available for the purpose of soldier settlement was insufficient to satisfy the requirements that could reasonably be expected and that, while additions could be made to available land, chiefly in more remote parts, by very considerable public expenditure, the entire problem could not be adequately taken care of until means were found to acquire privately owned lands.

The desirability of acquiring lands privately owned arose not only from the fact that available Crown Lands were too limited, but also from the circumstance that Dominion Crown Lands were to be found only in four provinces of the Dominion, whereas it was manifestly only fair and right that federal activities in soldier settlement should be carried on adequately and vigorously in all the provinces. It further seemed economically sound that the state should for these purposes so direct its policy as to bring into production areas of land now privately owned, but for one reason or the other not under cultivation.

It is, therefore, proposed that at the approaching session of the Dominion Parliament legislation be enacted giving to the Soldier Settlement Board power to acquire privately owned lands by expropriation or otherwise for the purposes of soldier settlement. The Minister of the Interior has also urged upon representatives of the Provincial Governments that in any cases where land is acquired by such Governments for general settlement purposes a preference should be given in the disposition of such land to the returned soldier. It is requested that any lands so acquired be first made available for purchase by the Soldier Settlement Board at the price of acquisition and for a limited time. In this way the principle of preference would be clearly and firmly established.

A reference to the plans of the Department of Immigration and Colonization, looking to an aggressive general land settlement policy will show that such plans invite and urge the co-operation of Provincial Governments and legislatures by the enactment on their part of such legislation as will prevent speculative increases in the value of idle lands. The success of these efforts will of course enure to the benefit of the soldiers in keeping to the lowest limit consistent with fair dealing the cost of their farms.

The Soldier Settlement Board has expressed the opinion that it would be in the interests of the returned men and would tend to the success of Soldier Settlement generally if they be given power to acquire not only land but also stock and equipment such as is required for farming operations. To what extent the exercise of this power will be found necessary cannot of course be stated. It is believed, however, that by this means the Board will be enabled to be of considerable help. The amendments submitted to parliament will, therefore, extend this power to the Board.

The assistance of the Board will be available to a soldier settler in selecting lands, in order to enable him to get the best value possible in land and to ensure that the land on which he may settle will be of such fertility as with the exercise of reasonable perseverance and skill will return a comfortable living for himself and family.

If the settler is to make good, either on an improved farm or a piece of raw land to the extent of making it pay for itself, he has to fit in with his surroundings. He and his family must be satisfied with the life. His capital, his physique and his preference should fit his farm. Therefore, in order to start him right, Qualification Boards, comprised of men who have practical knowledge of farming, are being inaugurated in the various provinces. Courses are being instituted at Agricultural Training Schools or Experimental Farms in every province of the Dominion. The soldier will be assisted to locate suitably. After he has located, he will still be helped and supervision will be given as to his initial expenditure, and efforts will be made to give him definite direction during the early years of farming.

It must be pointed out that in order to benefit by any soldier settlement scheme, the man himself must be prepared to make farming his life work. The precedent set after the South African War, when men were rewarded with a grant of land for their service, is not being followed.

The great object sought is to add to Canadian agriculture, by a comprehensive scheme of State assistance, a substantial proportion of our army and thus to build into the industrial structure of Canada in its most vital sphere the best body of our citizenship. In this way the soldier is helped and the nation grows stronger.

A summary of the lines along which the Government's proposal as to extension of soldier settlement will be presented to Parliament is contained in a cable dispatch recently sent to the Canadian Prime Minister when in England by the Minister of the Interior for the information of the men overseas. This summary is as follows:

"My proposal to Provincial Conference includes introduction to Parliament of new Soldier Settlement Act embodying the power for the Board to acquire by expropriation or otherwise, lands in any province by Soldier Settlement Board either directly or through provincially constituted Boards. If acquired provincially our Board to have first privilege for a limited time to take over same at cost price, thus giving soldiers the preference on all land acquired in general system. Our Board is also to be empowered to purchase stock and equipment for soldiers and will provide soldiers with house and building plans."

"Lands acquired as above will be sold to soldiers on amortization plan twenty years or longer at five per cent interest. Each soldier's allotment of land to be limited by value, not acreage, and suggested limit of five thousand dollars. Each soldier to pay one-tenth down with discretion to Board in very special cases to relieve of this obligation. Board then provides soldier with stock and equipment up to fifteen hundred dollars, no interest for

two years, and thereafter five per cent, short term. As soldier improves land, Board may advance up to one thousand dollars additional repayable on amortization plan. Indian lands adequately surrendered and specially valuable Government lands will be also made available for sale to soldiers who will then be entitled to assistance under above plan. Soldiers securing land privately where terms approved by Board also entitled assistance for equipment and to additional assistance for improvement as above. A scheme of practical agricultural education has been matured and is now in operation. Representatives of the Board are overseas now to inaugurate work there. Most careful provision will be made for testing qualifications of all applicants and only probably successful men accepted. After settlement every possible supervision and encouragement will be given. All homesteadable lands or Provincial Crown lands made available by provinces may be homesteaded and soldier given assistance thereon under plan of present Act."

Chart No. 18 gives the organization of the Soldier Settlement Board. The Board, which reports to the Minister of the Interior, consists of three members:—Major Ashton, S. Maber and W. J. Black, chairman. The head office work of the Board will be divided into four branches. The Agricultural Training Branch will have charge of the short courses in practical farming which are to be given to soldier-settlers who have no agricultural experience. For this work, fullest utilization will be made of existing institutions such as the Dominion Experimental Farms Branch, the Provincial Departments of Agriculture, the Agricultural Colleges and the Khaki University. The Loans Branch supervises the administration of the loan provisions of the Act. The Lands Branch makes use of the Survey Branch and the Lands Branch of the Interior Department to survey the land, determine the classes open for entry, and administer the granting of entries, the performance of duties, the applications for patents, etc. The Equipment Branch of the Board will have charge of the very important work of helping the soldier-settler to secure the proper equipment for his farming venture—helping him to draw plans for his buildings and advising him as to the purchase of materials, machinery and livestock. In the livestock section of this work, the Board will make use of the experience of the Livestock Branch of the Dominion Department of Agriculture.

The duties of the provincial supervisors who will carry out the work of the Board in the field have already been described in sufficient detail. In addition to the Advisory Loan or Settlement Boards and the Advisory Qualification Boards, these supervisors will have the assistance of a staff of land appraisers to evaluate the land, student advisors to advise the soldier while he is taking his agricultural course and farming advisers (practical farmers) to advise him after he has definitely settled upon his farm.

C. GOVERNMENT EFFORTS TO PROMOTE EXPORT TRADE.

As a means of obviating unemployment and utilizing the splendid industrial machine built up by the war, much emphasis is being placed upon the development of export trade. Immediately after the cessation of hostilities, an Overseas Trade Mission was created, consisting of Lloyd Harris, F. P. Jones and R. J. Younge. Its headquarters are in London and its purpose is to obtain business for Canada arising out of reconstruction work in the devastated areas of Europe. A corresponding commission was later set up at Ottawa to co-operate with the Overseas Mission and to distribute the orders among Canadian manufacturers. The members of this Commission are Sir Charles Gordon, C. B. McNaught and H. B. Thomson, and they have special power to associate with themselves advisory or associate members representing any industry or class of industry. They will attend to the purchase of Canadian products on behalf of any other Government or Governmental agency and act in the distribution among Canadian producers of any contract or orders for products of Canadian industries secured through such channels. They will also confer with inter-allied boards or other accredited agencies whenever necessary or deemed expedient.

The general plan of action involved in the co-operation between the Overseas Mission and the Ottawa Commission will vary with the nature of the overseas business which Canada will have an opportunity to participate in:

First, if governments negotiate for any specified requirements of manufactured goods or other materials and where such business involves the granting of credits by Canada in order to enable us to furnish such requirements, such business as called for under specified agreements will be negotiated through the Canadian Mission in London (No. 2 Whitehall Gardens, London, S.W.1), and they in turn will turn this over to the Canadian Trade Commission in Ottawa, who will distribute the same among Canadian manufacturers.

Second, the other business to be secured will be done through the recognized trade channels by purchasers overseas directly with Canadian manufacturers or their representatives or agents. The Canadian Mission in London will be in a position to assist Canadian manufacturers by placing them in direct touch with firms or individuals there who may be capable of handling such business but would have to leave the working out of the details of the transaction to the manufacturers in Canada as it could not obviously act as their agents, but would be in a position to give them every assistance and direct them in every way possible towards the securing of the business that is being sought.

It is very strongly urged that Canadian manufacturers who are in a position to take on large contracts for export business, who have not already done so or who have not already direct connections abroad, should send

their representatives to London and be making investigations on their own account in an endeavor to find business. The Canadian Mission in London and the Canadian Trade Commission at Ottawa stand ready at all times to give every possible assistance and co-operation in their endeavors.

The Overseas Mission has already visited the devastated battle areas and been in consultation with the Governments concerned. The first result of its efforts is the order from the Timber Controller of Great Britain for approximately one billion square feet of Canadian timber and representing a total transaction in money value of about \$40,000,000. For this, a Canadian credit had to be arranged for the Imperial Government. It is expected that similar credits will have to be granted in the case of all such orders.

It is confidently expected that this timber order is but the forerunner of a large number of export orders for the materials which will be so badly needed in Europe and which Canada is so well fitted to supply. If these materialize in any considerable volume, the effect on Canadian industry will be obvious. Employment opportunities will be provided for large numbers of war veterans and war workers.

D. THE GOVERNMENT GIVES A "LEAD" TO INDUSTRY.

PUBLIC WORKS.

While chief reliance must be placed upon the normal course of industry to absorb the three streams of surplus labor, which are being thrown upon the labor market, it is recognized that there may be a brief period of uncertainty before the export orders have begun to come in in sufficient volume to give the necessary "spurt" to industry. During this period the Government feels that it may do much to stabilize conditions and give a "lead" to business men by embarking upon its program of public works.

During the war many important public works have been held up. Hon. Mr. Carvell, Minister of Public Works, has his plans and preparations made to proceed with the more necessary of these just as soon as weather conditions permit. The Repatriation Committee has also been in touch with the Provincial Governments and Municipalities with a view to impressing upon them the necessity for similar action. Of course, all undertakings should be excluded from these plans which are not of fundamental economic merit. With so many worthy projects for the improvement of our roads, harbors, waterways, etc., calling for attention, this will not be hard to do. The building and public works program now in sight will provide employment for many returned soldiers and war workers.

RAILWAY PROGRAM.

During the past four years, a great deal of work necessary to keep our national railways up to standard has been postponed. Some millions of dollars must now be expended on improving road-bed, constructing bridges and buildings, and making other improvements. Vast quantities of ties are being got out this winter. Rolling stock and other equipment must be secured. Hon. Mr. Reid, Minister of Railways and Canals, states that as soon as climatic conditions will permit, some thousands of men will be absorbed in various railway undertakings. The supplies and materials required will also provide employment.

SHIPBUILDING.

The Government also proposes to continue its shipbuilding program during the season of 1919. Various yards are now in operation and their activity will continue. Every effort is to be made to keep every shipyard busy as it is recognized that this is one of the best means of providing suitable employment for many skilled and other workers.

HOUSE BUILDING.

The Government's housing program—the setting aside of a fund of \$25,000,000 to encourage the building of workmen's houses—will later be described in detail. When the season for building arrives, the construction of these houses will give employment to many hundreds of men, both in the actual work of building and in the supplying of materials.

ROAD BUILDING.

The Dominion Government has now under consideration the question of joining the Provincial Governments in financing the construction of public highways. Mr. A. W. Campbell, formerly Deputy Minister of Railways and Canals, has been appointed to investigate the problem and suggest a method of co-operation with the provinces. Should a favorable decision be reached, a large field for employment opportunities will be opened up. Regardless of Federal action, Provincial Governments are preparing their own road-making programs.

On February 4, Hon. J. D. Reid made an important announcement, giving in outline the decision which the Government had reached in regard to road building. An extract from his address to the Eastern Ontario Good Roads Association, meeting in Ottawa on the above date, is given below. It is the only statement of the Government's policy which has so far been made public.

"In the Dominion there are 250,000 miles of roads. The so-called 'first-class roads' are between large centers and large markets, roads travelled most by the public, urban and suburban, and they should be of the permanent character to last almost for all time. Of this class, we have about 10,000 miles in Canada.

"The 'second-class' roads are those leading from large centers to smaller market places, the provincial or municipal road, not built of the same high class construction as the first-class road.

"Then there are 200,000 miles of concession roads leading from farms to first-class roads.

"Insofar as the first-class road is concerned, the Dominion Government is agreed to pay an amount towards the cost of construction as would be fair and reasonable. It is the intention, and the bill has been drawn and is now before a sub-committee of council, to place an amount of money as the Dominion's share of as much as can be possibly expended in the next five years by the several provinces in Canada. We will have an estimate of what the provinces can spend in five years and will set aside an amount to be extended over five years so that every province will know that it has the Dominion Government's share available for all the roads they can build. If the estimate falls short on account of a large number of roads by any province, the Dominion grant could be supplemented. I can not give you the amount but can assure you it will cover what our portion will be after taking the matter up with the provinces. I am not in a position to say what the proportion will be but so far everything has been most amicable in the negotiations between the representatives of the Dominion and of the provincial governments. I am sure you will be satisfied with the results.

"The Dominion feels it the work of the provincial governments to construct the roads. We do not want to have anything to do with construction. All we ask of the local governments is that they submit plans and specifications with locations, so that our engineers may be satisfied that the money is spent for permanent roads, not for roads that will be useless in four or five years. We will have our inspectors look over the work and if we find it is not up to specifications, we will draw the attention of the provincial governments, which, I am sure, also want to give the people the best roads and to expend the money to the best advantage.

"Building good roads will give employment to many thousands of men in the Dominion and we require some public works now to give employment. By proceeding with road work in every province the relief will be large."

X. Ensuring Better Living and Working Conditions

A. THE BETTER HOUSING PROGRAM.

On December 3rd an Order-in-Council was passed by the Dominion Government authorizing the creation of a fund of \$25,000,000 to be loaned to the several Provincial Governments for the purpose of carrying out programs for better housing through municipalities or otherwise. The various objects which this important Order was designed to secure were set forth in a statement issued at the time and which is given below:—

“In the order-in-council authorizing the transaction the Minister of Finance points out that at the conference recently held at Ottawa between the premiers and other members of the governments of the several provinces and representatives of the Dominion Government, one of the most important subjects of discussion was that of creating better housing conditions for the industrial population of our larger centers. The Minister points out that, owing to the practical cessation of building operations during the war, there is at present a great scarcity of housing accommodation in most of our cities, and this condition will become intensified with the return of our soldiers from overseas and their re-establishment with their families in civil life and occupation.

“The Minister further points out that at the conference it developed that some of the provincial governments were considering the adoption of a policy of making loans to municipalities or otherwise extending over a long period and repayable upon the amortization plan, for the purpose of promoting the erection of dwelling houses of a modern character to relieve congestion of population in cities and towns in their respective provinces, and the question was raised as to whether the Dominion government would aid the several provincial governments in carrying out such a policy by making loans to them to place them, to the extent that might be necessary, in funds for the purpose.

“In view of the national importance of the matter which touches vitally the health, morals and general well-being of the entire community and its relation to the welfare of returned soldiers and their families, together with the fact that the carrying out of such a policy on a substantial scale by provincial governments would afford considerable employment during the period of reconstruction and readjustment of industry following the war, the Minister made the following recommendations:

1. That the Minister of Finance be authorized, under the provisions of the War Measures Act, upon request from the government of any province of Canada to make loans to such government for the purpose mentioned.
2. That the aggregate amount to be loaned to all provinces shall not exceed \$25,000,000, and the amount of

loan to any one province shall not exceed the proportion of the said \$25,000,000, which the population of the said province bears to the total population of Canada.

3. That the loans made may be for a period not exceeding 20 years with the right of any province to pay off the whole or any part of the principal of the loan at any time during the said term.

4. That interest at the rate of five per cent. per annum payable half yearly, shall be charged upon the advances from the dates thereof respectively.

5. The Minister of Finance may accept bonds, debentures or such other form of security as he may approve evidencing the indebtedness of any provincial government for loans made to it.

6. Advances are to be made from the war appropriation.

7. Advances may be made as soon as a general scheme of housing shall have been agreed upon between the government of Canada and the government of the province applying for the loan hereunder."

Speaking of the action of the government Sir Thomas White said that apart from the recognized value of better housing from the standpoint of national health, comfort and morality, the problem was of exceptional importance at the time because the carrying out of a vigorous policy of better housing by the provincial governments and municipalities would find employment during the reconstruction period for a great army of artisans and workmen. The building trades in all branches, when fully occupied, always require a large amount of labor, skilled and unskilled. If plans for model house construction for industrial workers should be taken up at once by municipalities having congested areas of population, a great deal of employment would be afforded during the coming winter in getting prepared the necessary material for beginning construction in the spring. This would beneficially affect the lumber industry, carpentering, plumbing and other trades. A considerable amount of actual construction could be done during the winter.

The Dominion government had fixed a rate of interest lower than that at which it was able at present to borrow money. It felt justified in doing this owing to the national importance of the matter, and as a contribution towards the carrying out of programs of better housing by the provincial governments and municipalities throughout the Dominion. It was recognized that a low rate of interest to borrowers was of vital importance in making better housing schemes effectual. It was necessary also that the loans should be for a long period in order that the amortization of principal should not impose too heavy an annual burden upon borrowers.

The Minister stated that in his view the immediate benefit resulting from the creation of better housing facilities would be to the municipalities immediately concerned and the provinces in which they were situated. In

his view there should be no hesitation on the part of municipalities in proceeding with better housing programs provided the congestion in their industrial areas warranted such action. The question of risk of loss was of minor consideration having regard to the ultimate benefit to the communities concerned and the desirability of affording employment in advantageous undertakings during the reconstruction period. He hoped that with the financial means provided provinces and municipalities would at once proceed to formulate and actively carry out a policy of providing better housing.

A week or so after the passing of this Order, a Housing Committee of the Cabinet was appointed to supervise the expenditure of the \$25,000,000 fund. The Committee consists of Hon. N. W. Rowell, Chairman; Hon. Senator Robertson; Hon. A. K. MacLean; and Hon. T. A. Crerar.

The Committee was authorized to take up without delay with the several Provinces the question of their need for additional housing accommodation and the housing program they have in view. The Committee will further:

(1) Formulate the general principles which should be followed in any housing scheme in order to secure the results aimed at.

(2) Communicate with the Government of the several Provinces with a view to agreeing with them upon a general scheme of housing that the fund set aside may be applied for the purposes contemplated.

Authorization was also given to the Committee to secure the assistance and co-operation of Thomas Adams, town-planning expert of the Conservation Commission, and of "any other person or persons specially qualified to advise or assist the Committee in carrying on its work."

The general principles which should govern the expenditure of the money have already been formulated by the Committee and are now being considered by the Provincial Governments.

B. THE LABOUR SUB-COMMITTEE.

In May, 1918, an Order-in-Council was passed creating a committee on labour questions to act as a sub-committee of the Reconstruction and Development Committee of the Cabinet. This Labour Sub-Committee, as it is called, is charged with the duties of investigating the social and economic conditions of the workers of Canada and of recommending policies for the consideration of the Reconstruction Committee in regard to labour problems. In the discharge of these duties the Labour Sub-Committee is to co-operate closely with the Department of Labour and with the consent of the Minister of Labour is to utilize the machinery of his Department

as far as possible in conducting its investigations. The Sub-Committee has recently been reorganized and enlarged to secure a complete representation of the various interests directly concerned with labour questions. Its assistance has already been of great value on a number of pressing questions. Supplementing the efforts of the Dominion and Provincial Departments dealing with labour questions, it will ensure that the living and working conditions of the great mass of the people will be constantly reviewed and improved in the light of the new world ideals.

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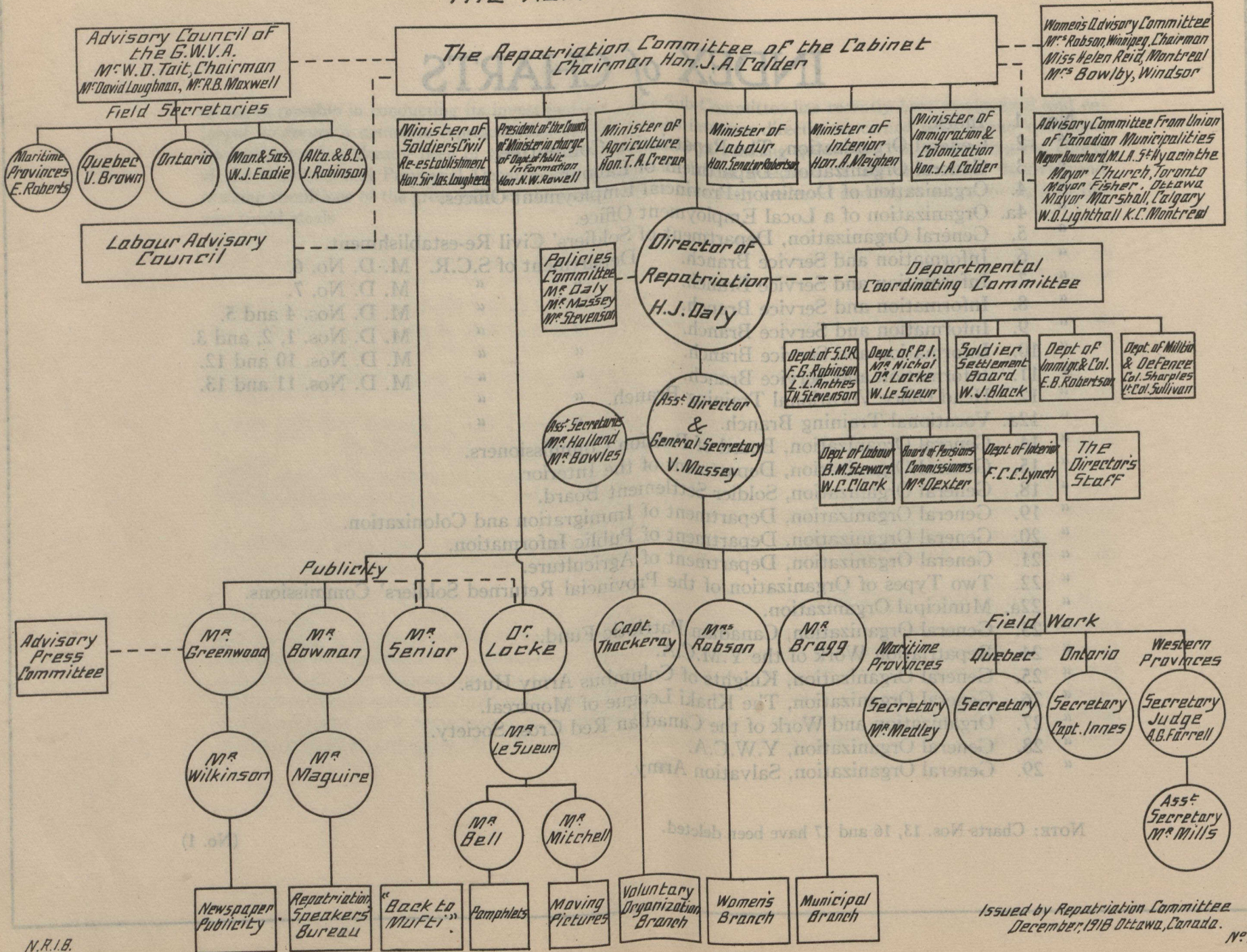
INDEX of CHARTS

- | | | | | |
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| " | 3. | General Organization, Department of Labour. | | |
| " | 4. | Organization of Dominion-Provincial Employment Offices. | | |
| " | 4a. | Organization of a Local Employment Office. | | |
| " | 5. | General Organization, Department of Soldiers' Civil Re-establishment. | | |
| " | 6. | Information and Service Branch. | Department of S.C.R. | M. D. No. 6. |
| " | 7. | Information and Service Branch. | " | " M. D. No. 7. |
| " | 8. | Information and Service Branch. | " | " M. D. Nos. 4 and 5. |
| " | 9. | Information and Service Branch. | " | " M. D. Nos. 1, 2, and 3. |
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| " | 25. | General Organization, Knights of Columbus Army Huts. | | |
| " | 26. | General Organization, The Khaki League of Montreal. | | |
| " | 27. | Organization and Work of the Canadian Red Cross Society. | | |
| " | 28. | General Organization, Y.W.C.A. | | |
| " | 29. | General Organization, Salvation Army. | | |

NOTE: Charts Nos. 13, 16 and 17 have been deleted.

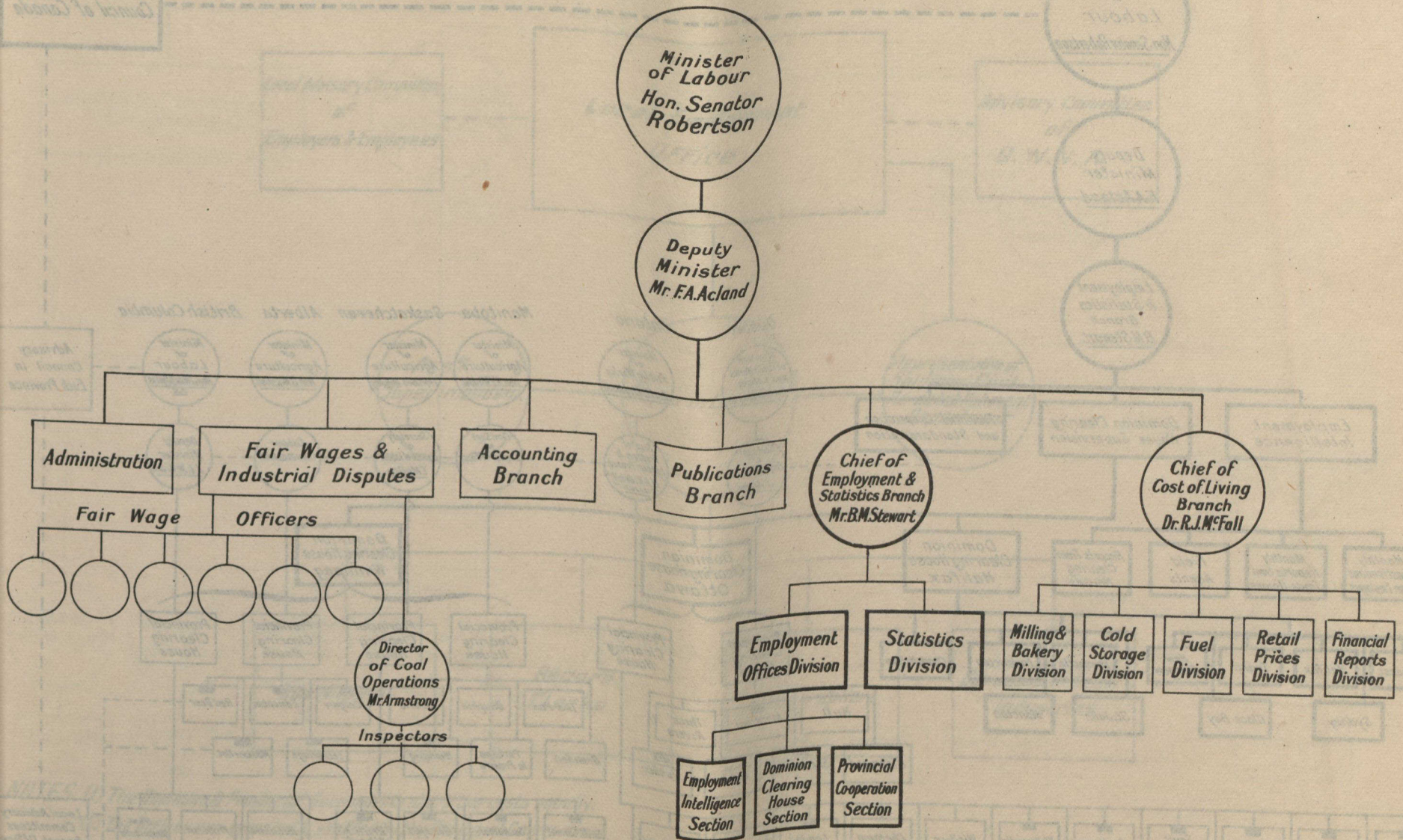
(No. 1)

GENERAL ORGANIZATION THE REPATRIATION COMMITTEE

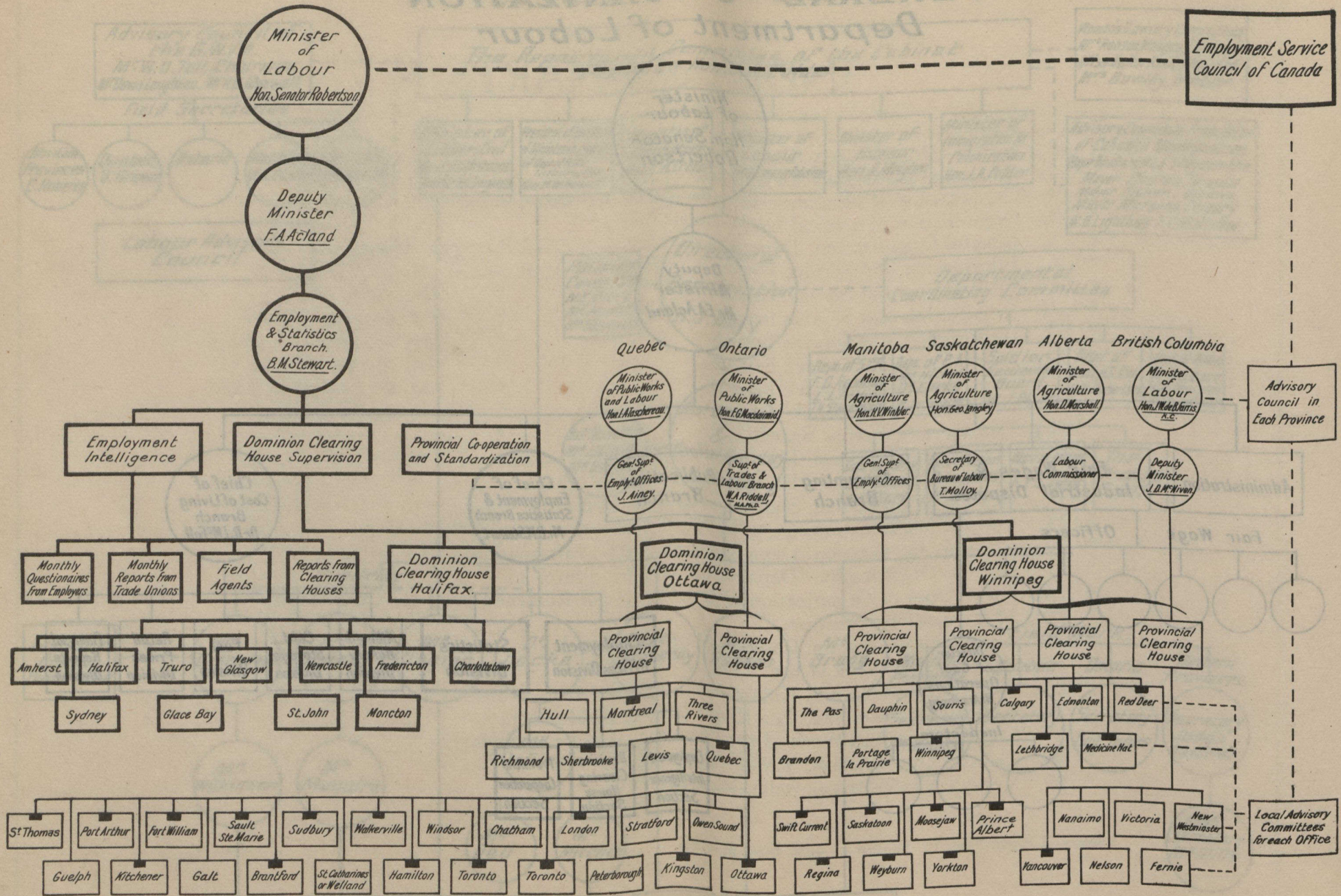


Issued by Repatriation Committee
December, 1918 Ottawa, Canada.

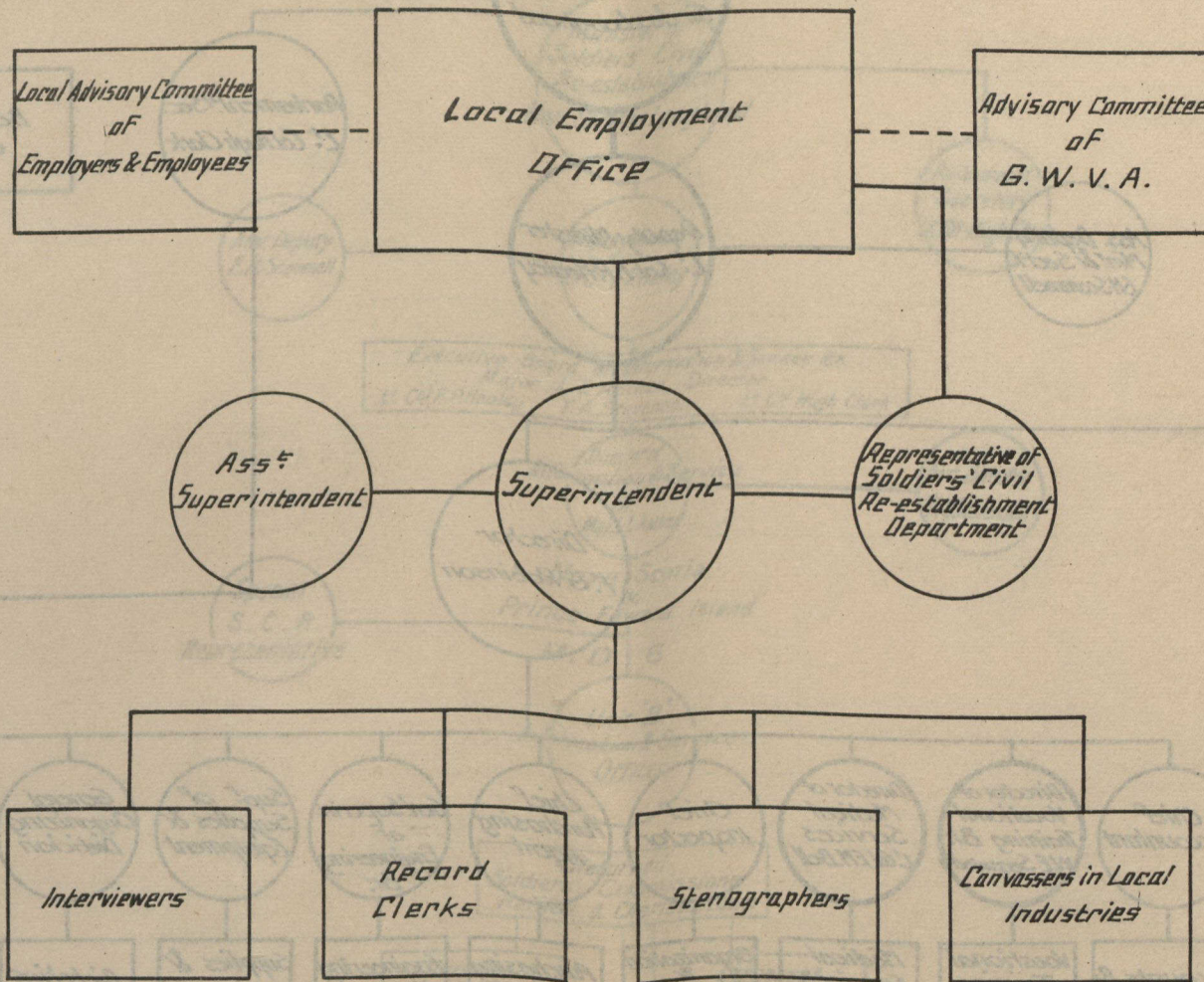
GENERAL ORGANIZATION Department of Labour



ORGANIZATION OF DOMINION-PROVINCIAL EMPLOYMENT OFFICES

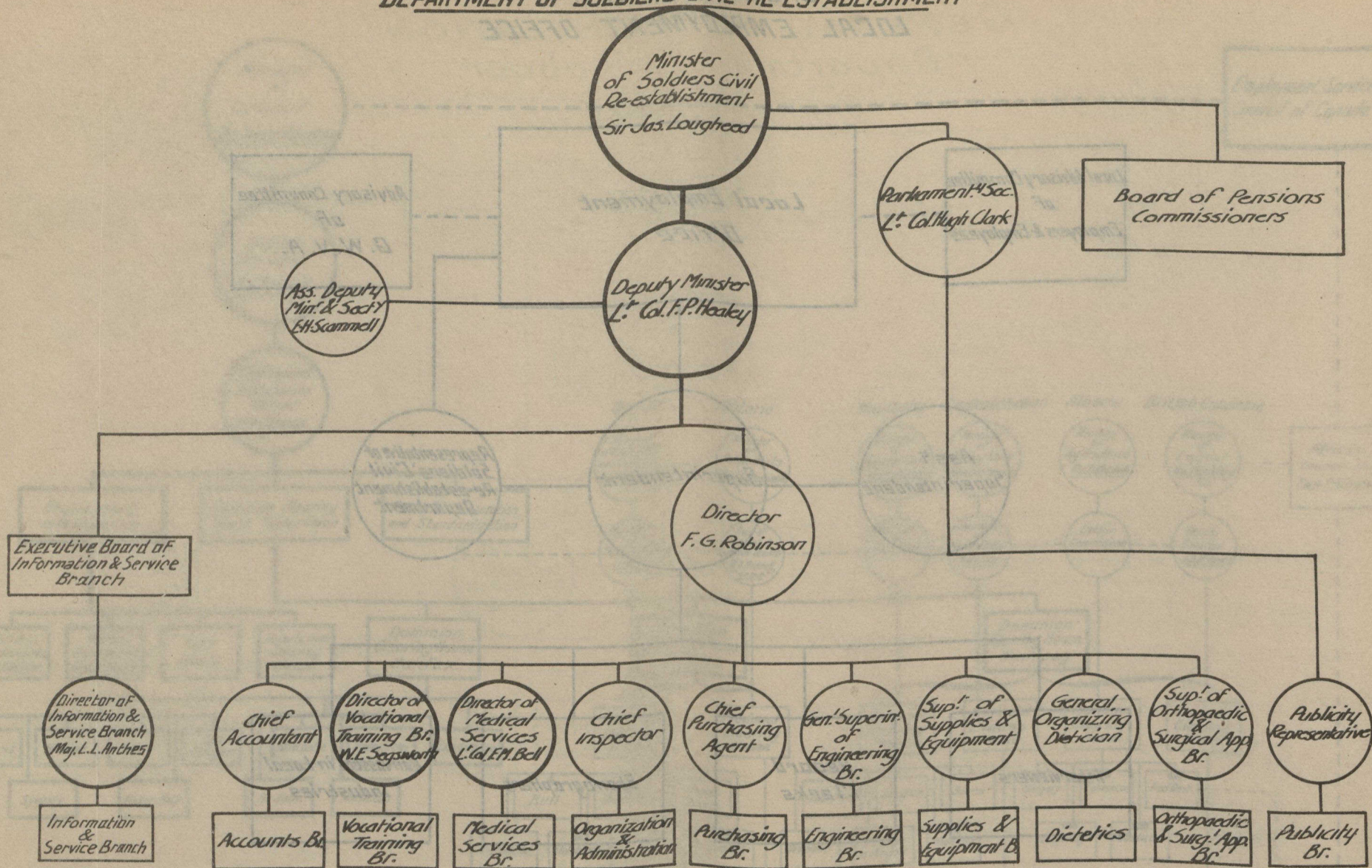


ORGANIZATION OF A LOCAL EMPLOYMENT OFFICE

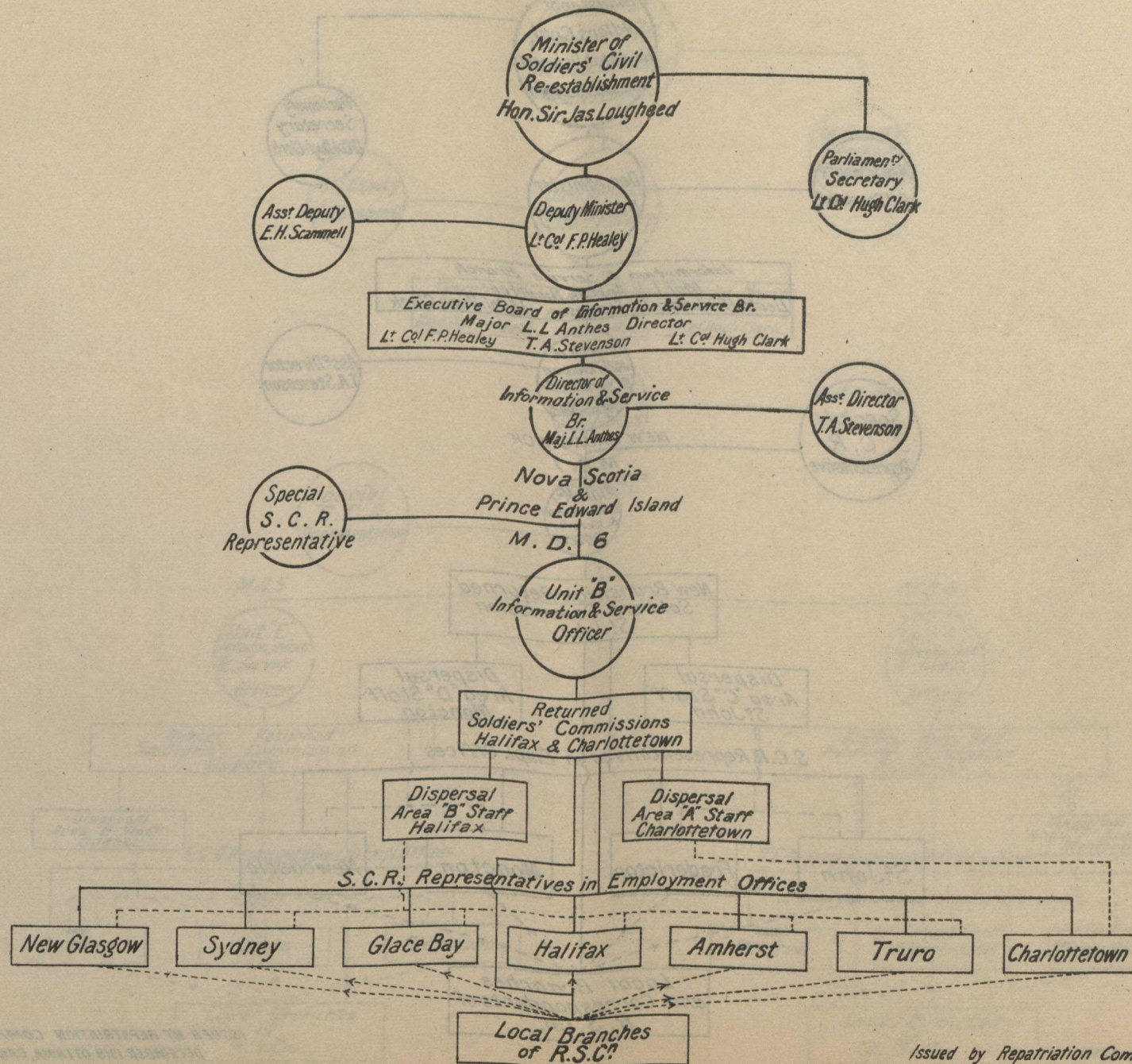


- NOTES** (1) The Dominion & Provincial Governments share the costs equally.
 (2) The Offices are operated & staffed by the Provincial Governments.
 (3) The Dominion Department of Labour furnishes the forms, inspects their operations, and coordinates their activities generally.
 (4) The representative of the Soldiers' Civil Re-establishment Department receives the Soldier looking for employment, takes a record of his case, advises him and introduces him to the regular officials of the office.

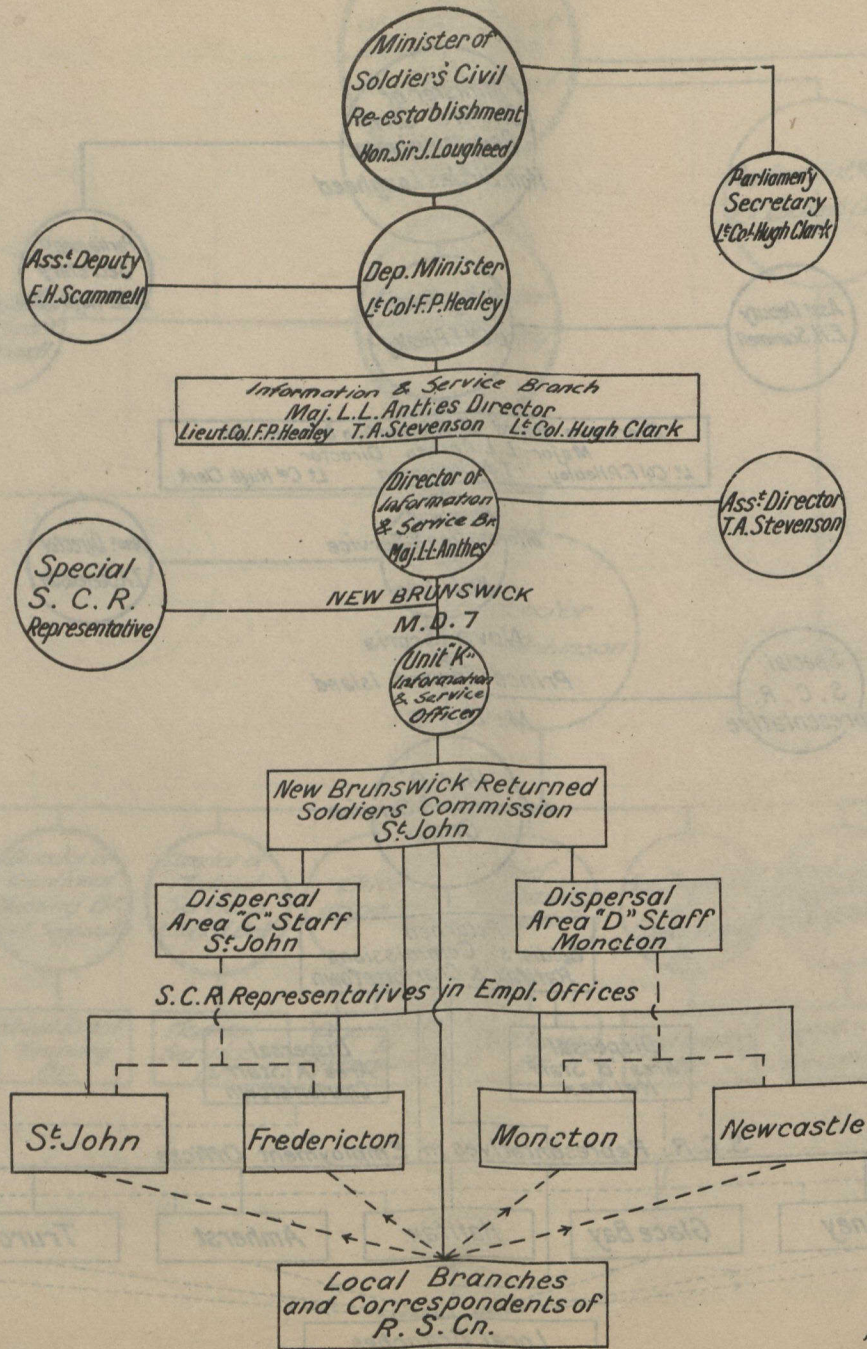
GENERAL ORGANIZATION
DEPARTMENT OF SOLDIERS CIVIL RE-ESTABLISHMENT



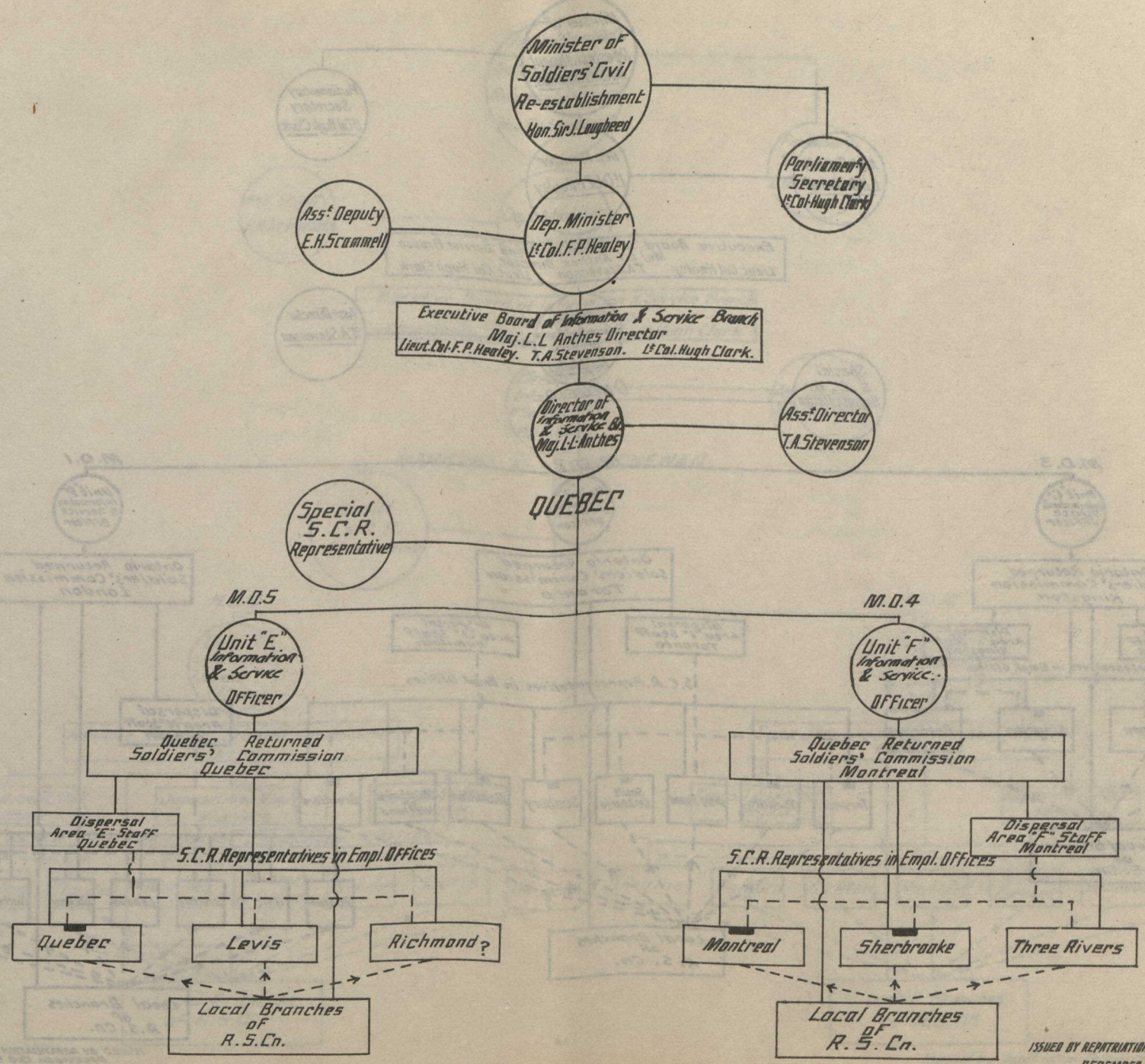
**INFORMATION & SERVICE BRANCH
DEPARTMENT OF SOLDIERS' CIVIL RE-ESTABLISHMENT
MILITARY DISTRICT NO 6**



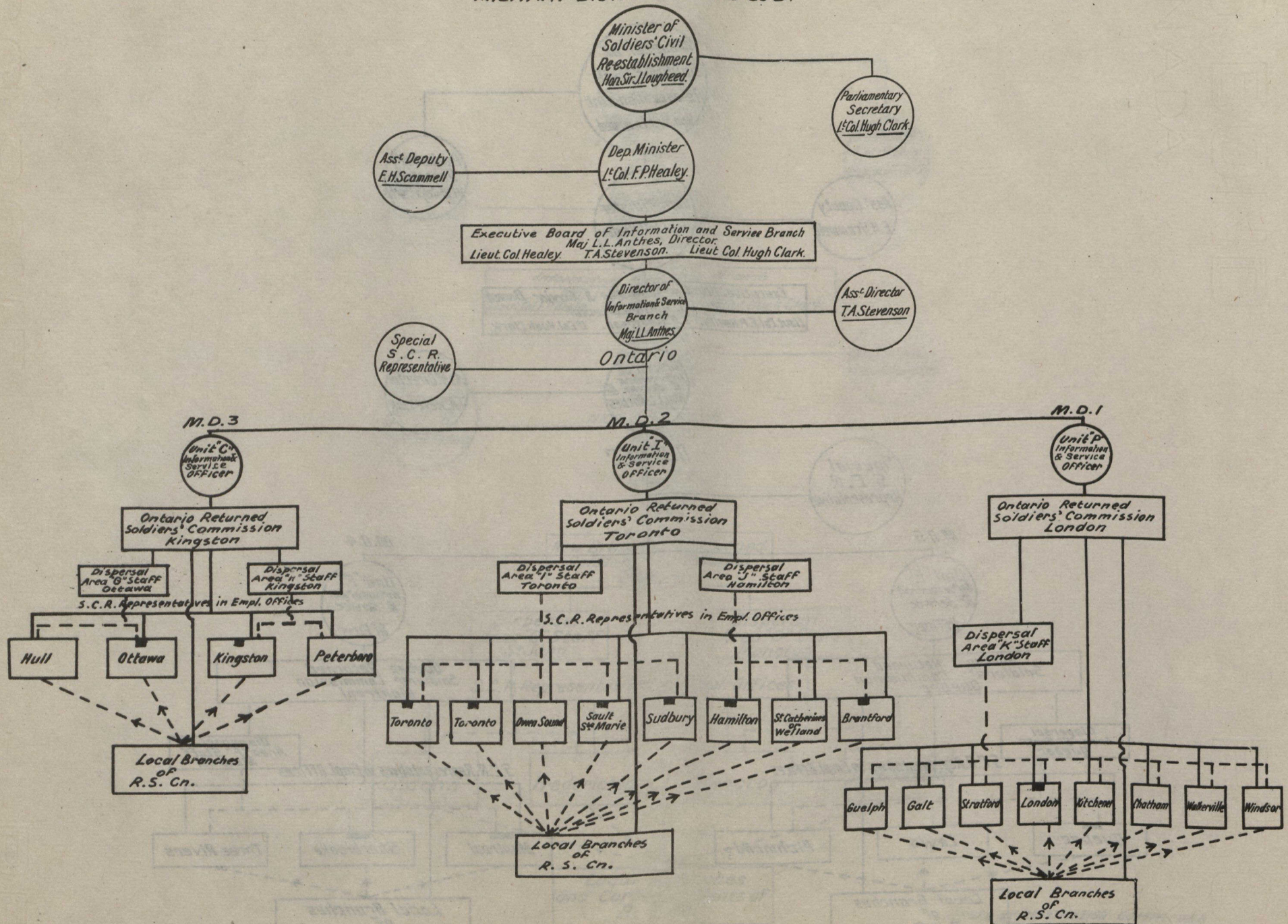
*INFORMATION & SERVICE BRANCH
DEPARTMENT OF SOLDIERS' CIVIL RE-ESTABLISHMENT
MILITARY DISTRICT N^o 7*



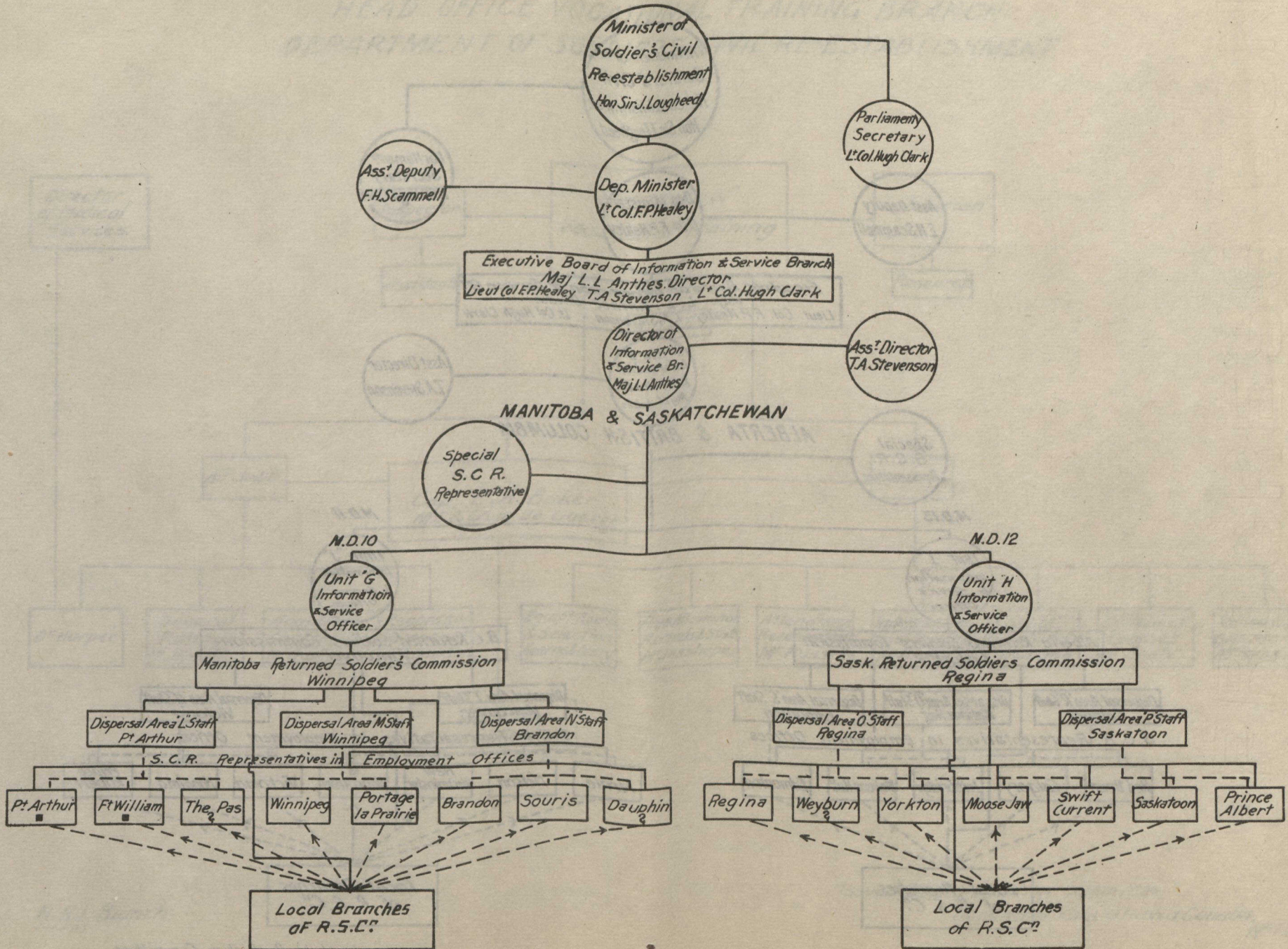
**INFORMATION AND SERVICE BRANCH
DEPARTMENT OF SOLDIERS' CIVIL RE-ESTABLISHMENT
MILITARY DISTRICTS N^{OS} 4 & 5**



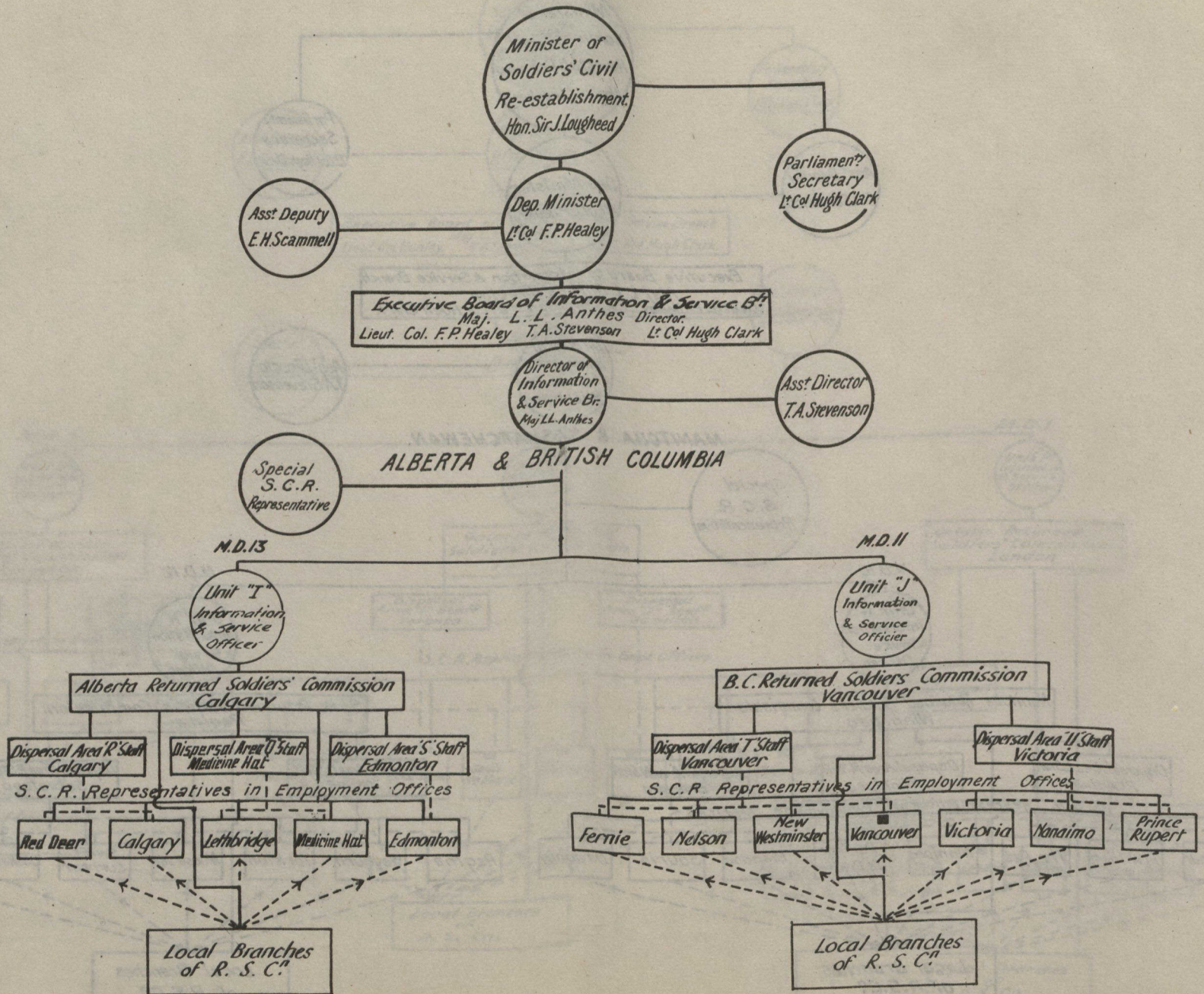
**INFORMATION & SERVICE BRANCH
DEPARTMENT OF SOLDIERS CIVIL RE-ESTABLISHMENT
MILITARY DISTRICT NOS. 2 & 3.**



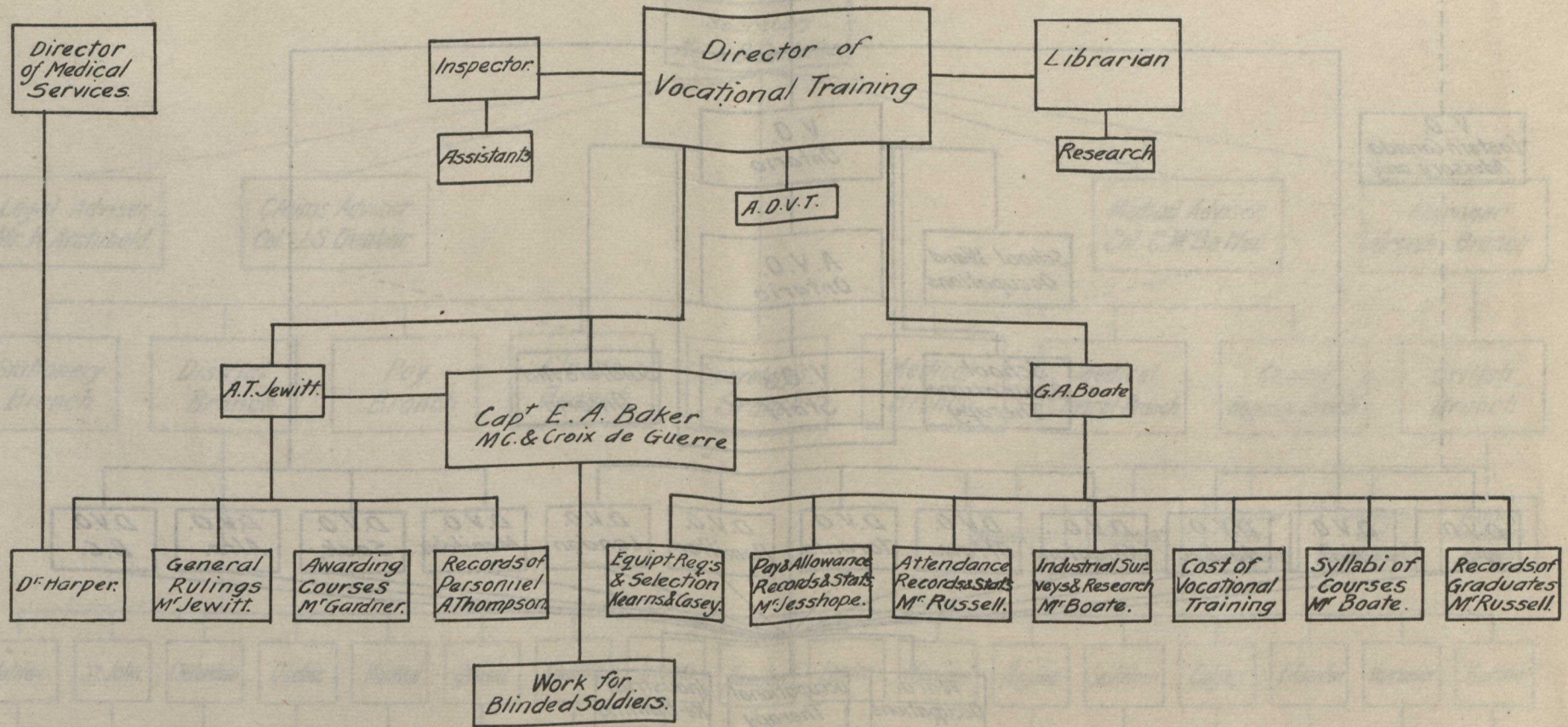
**INFORMATION AND SERVICE BRANCH
DEPARTMENT OF SOLDIERS' CIVIL RE-ESTABLISHMENT
MILITARY DISTRICTS Nos 10 & 12**



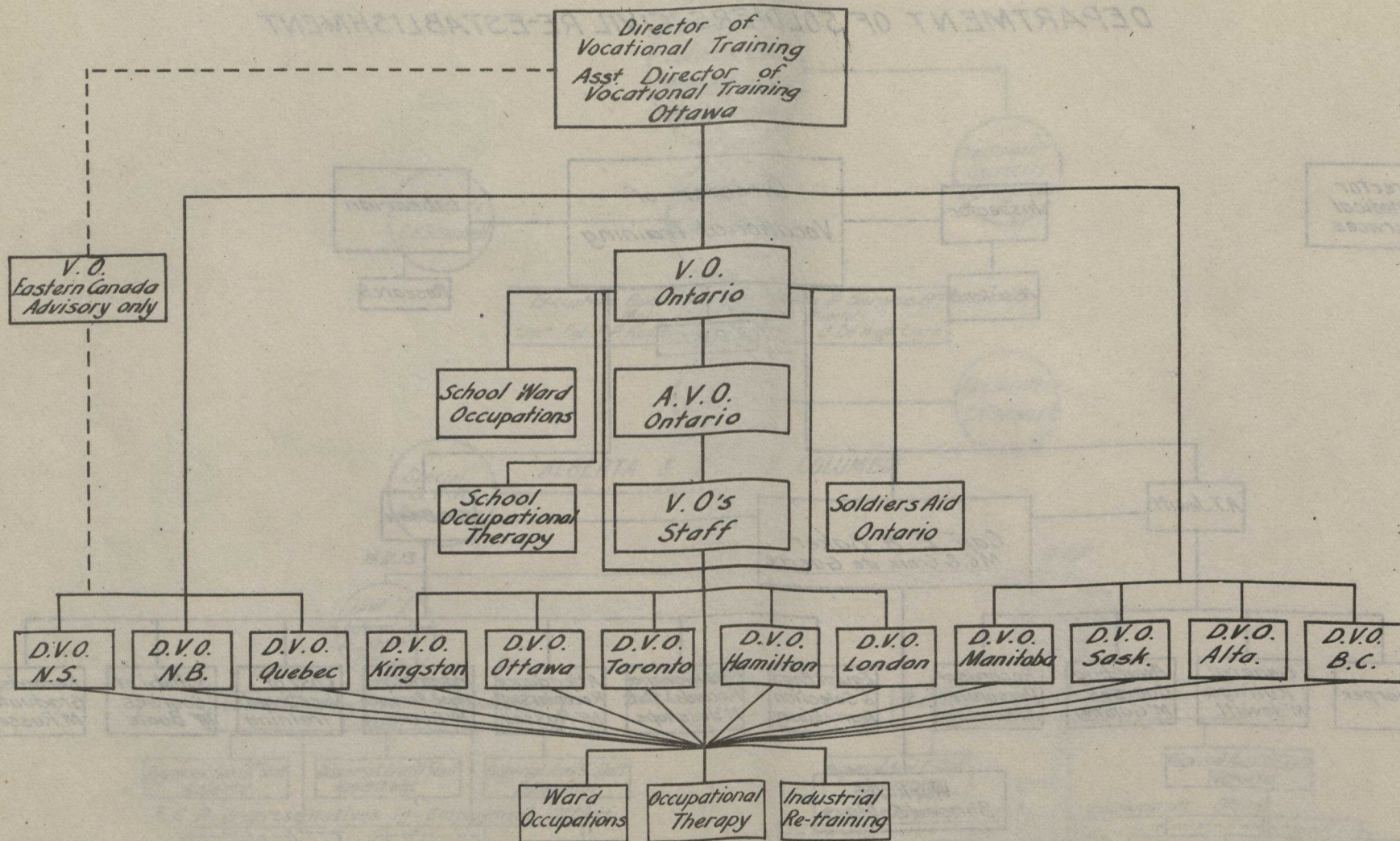
INFORMATION AND SERVICE BRANCH
 DEPARTMENT OF SOLDIERS' CIVIL RE-ESTABLISHMENT
 MILITARY DISTRICTS NOS 11 & 13



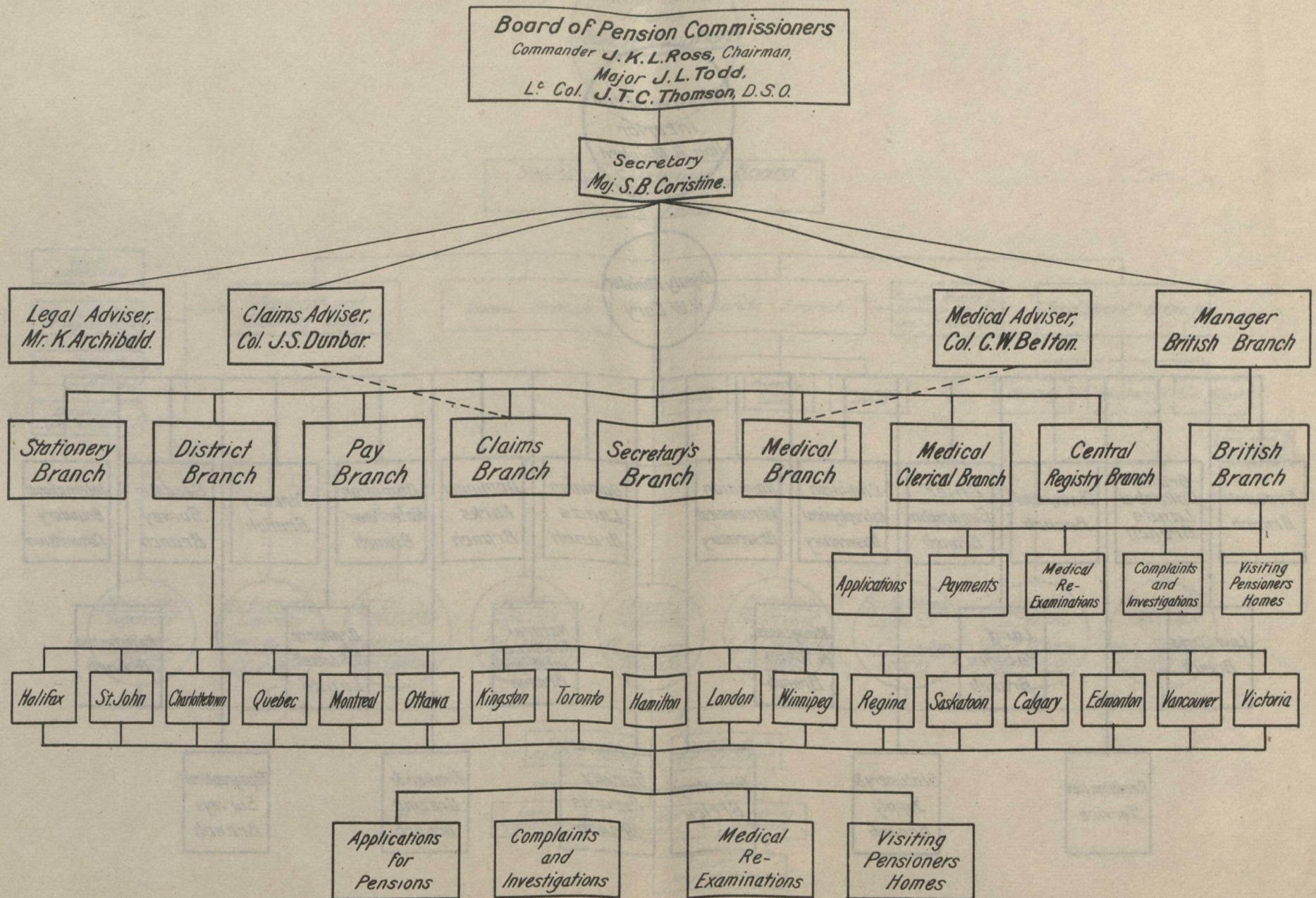
HEAD OFFICE VOCATIONAL TRAINING BRANCH
DEPARTMENT OF SOLDIERS CIVIL RE-ESTABLISHMENT



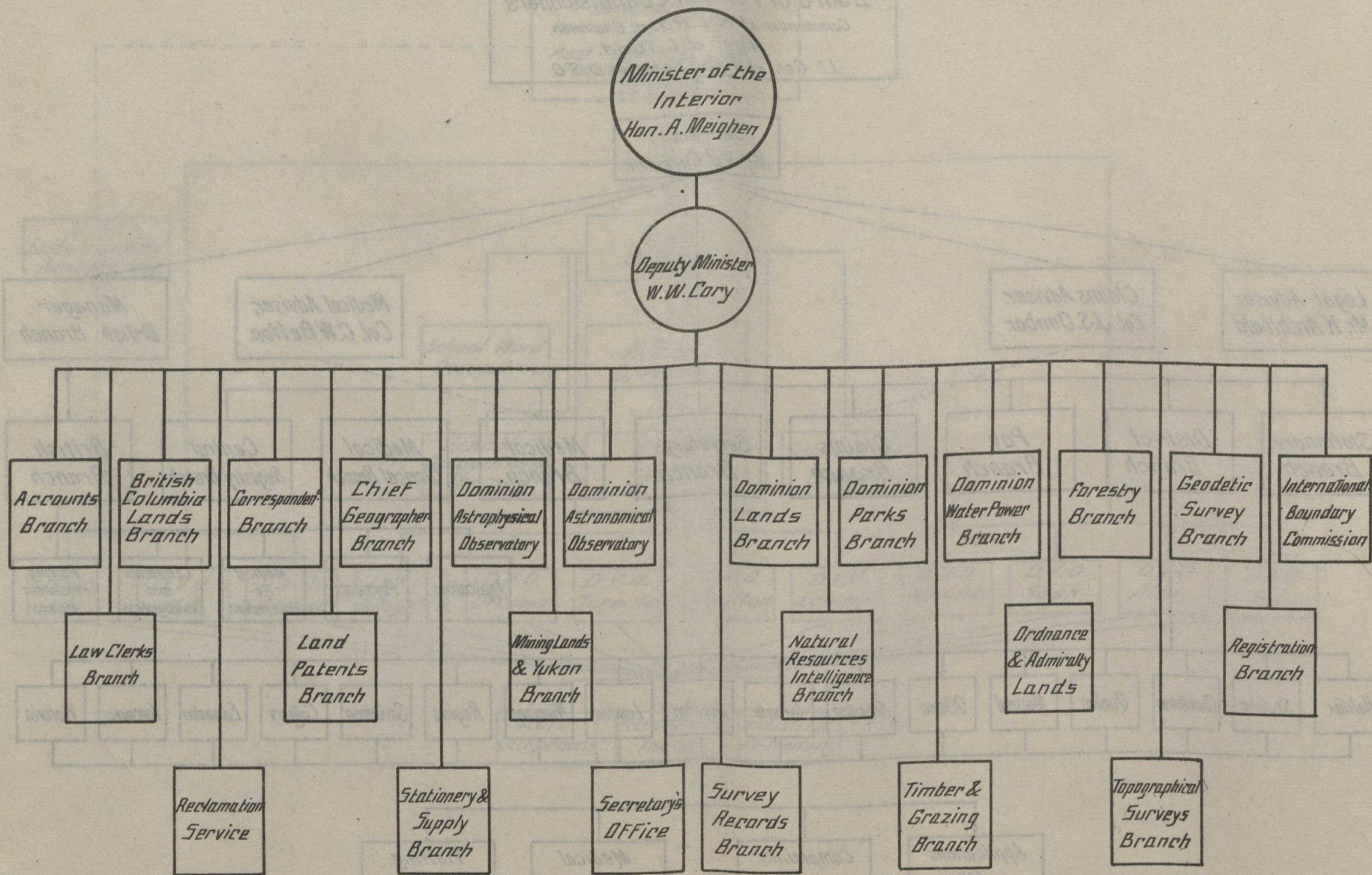
VOCATIONAL TRAINING BRANCH
 DEPARTMENT OF SOLDIERS CIVIL RE-ESTABLISHMENT



GENERAL ORGANIZATION BOARD OF PENSION COMMISSIONERS



*GENERAL ORGANIZATION
DEPARTMENT OF THE INTERIOR*

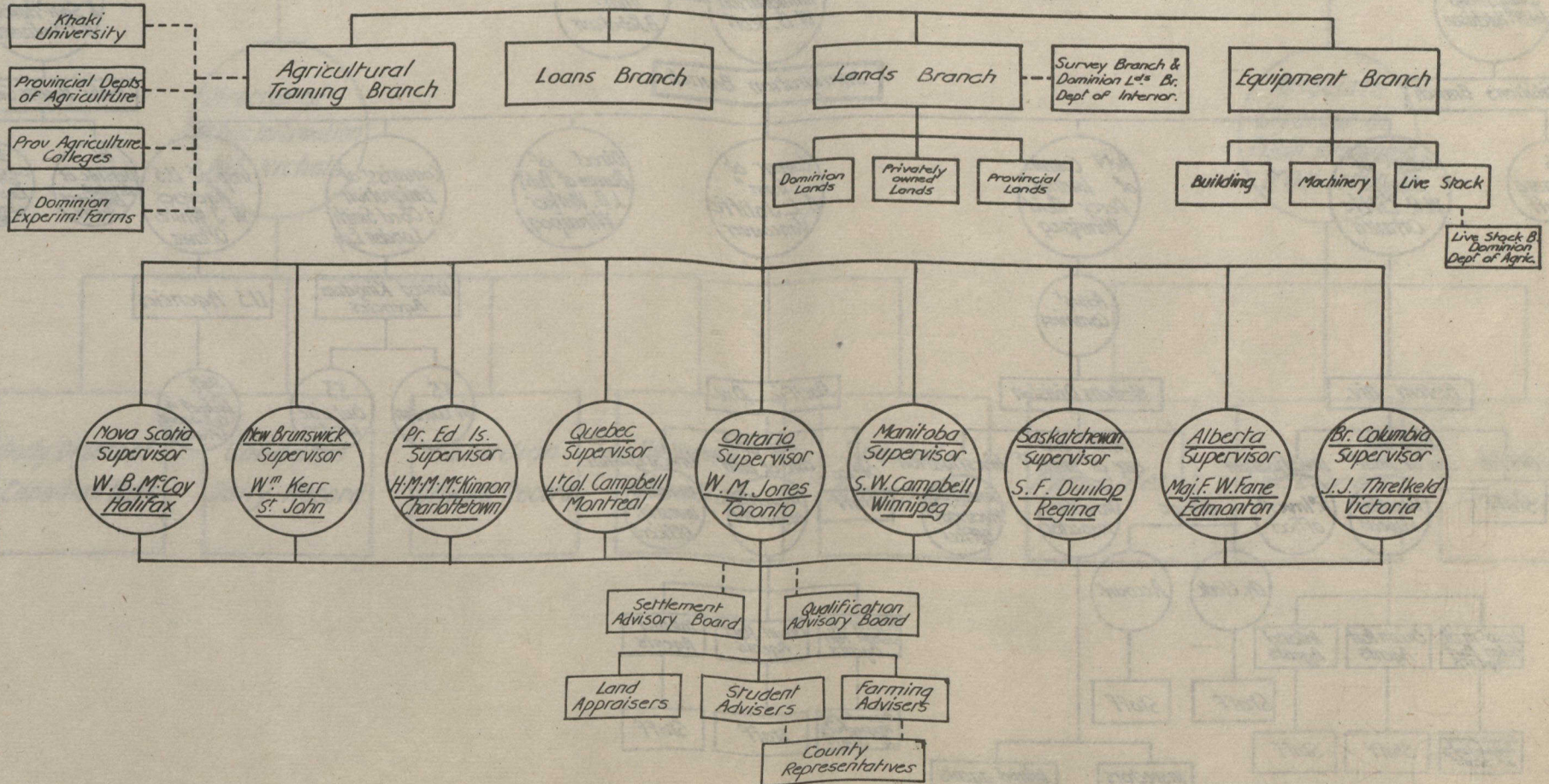


GENERAL ORGANIZATION SOLDIER SETTLEMENT BOARD

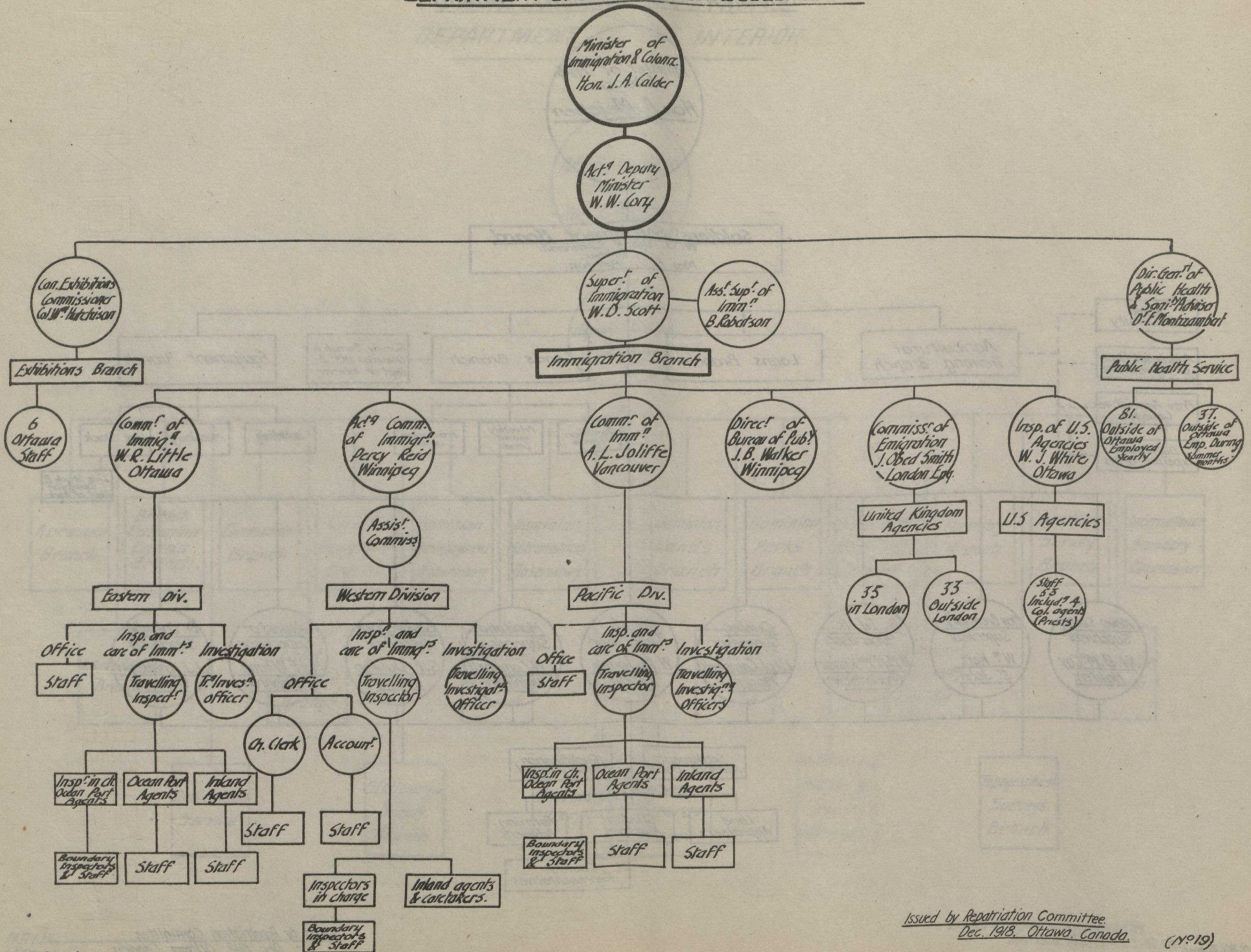
Minister of the Interior
Hon. A. Meighen

Soldiers' Settlement Board

W. J. Black, Chairman.
S. Maber.
Maj. E. J. Ashton.



GENERAL ORGANIZATION DEPARTMENT OF IMMIGRATION & COLONIZATION



Issued by Repatriation Committee
Dec. 1918, Ottawa, Canada.

(N^o 19)

*GENERAL ORGANIZATION
DEPARTMENT OF PUBLIC INFORMATION*

*Minister
in charge of
Public Information
Hon. N.W. Rowell*

*Director of
Public Information
M.E. Nichols*

*Associate
Director of
Public Information
D.G.H. Locke*

*Daily Digest of
Canadian News*

*Canadian
Daily Record*

*Canadian
Official Record*

*Women's
Section*

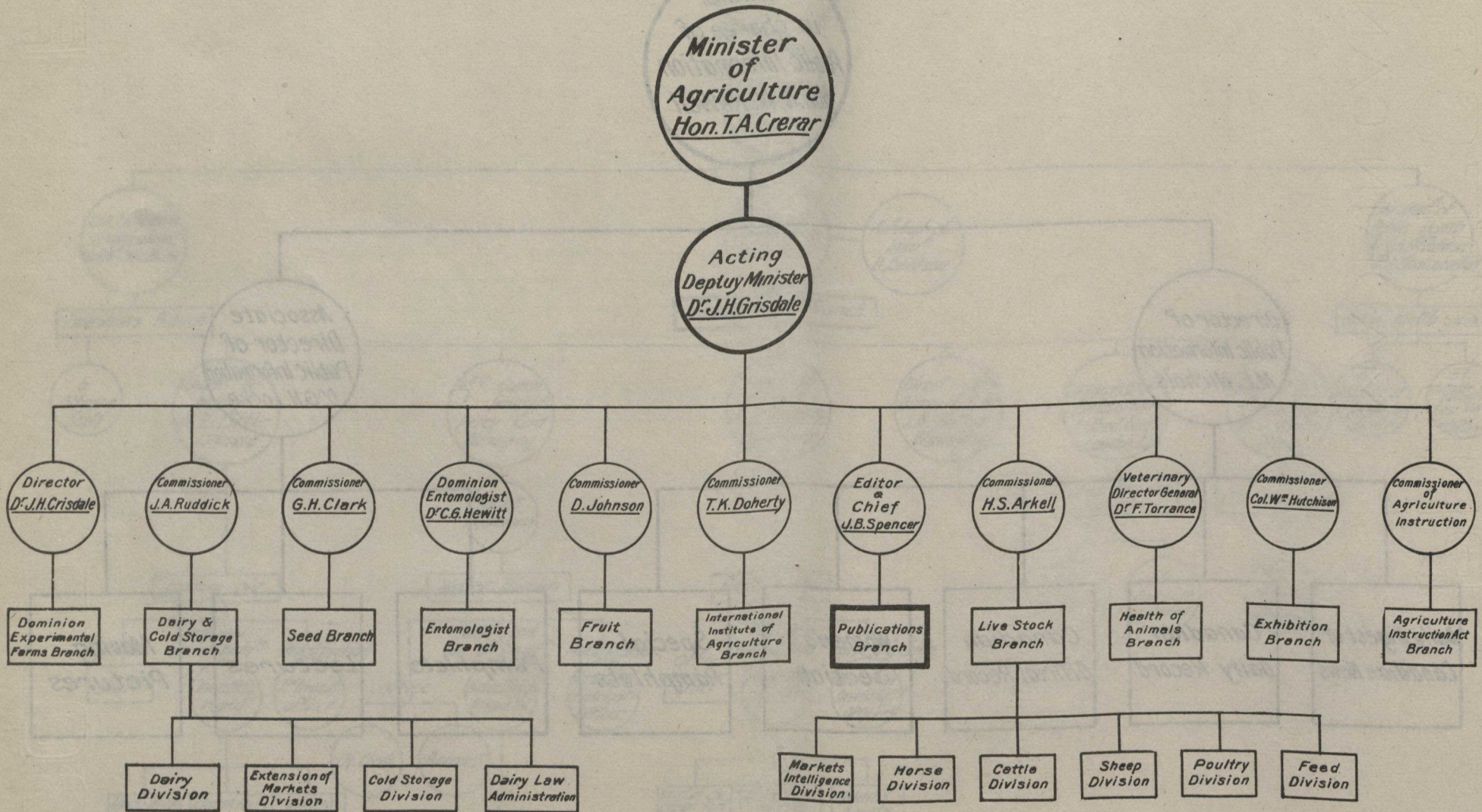
*Special
Pamphlets*

Pamphlets

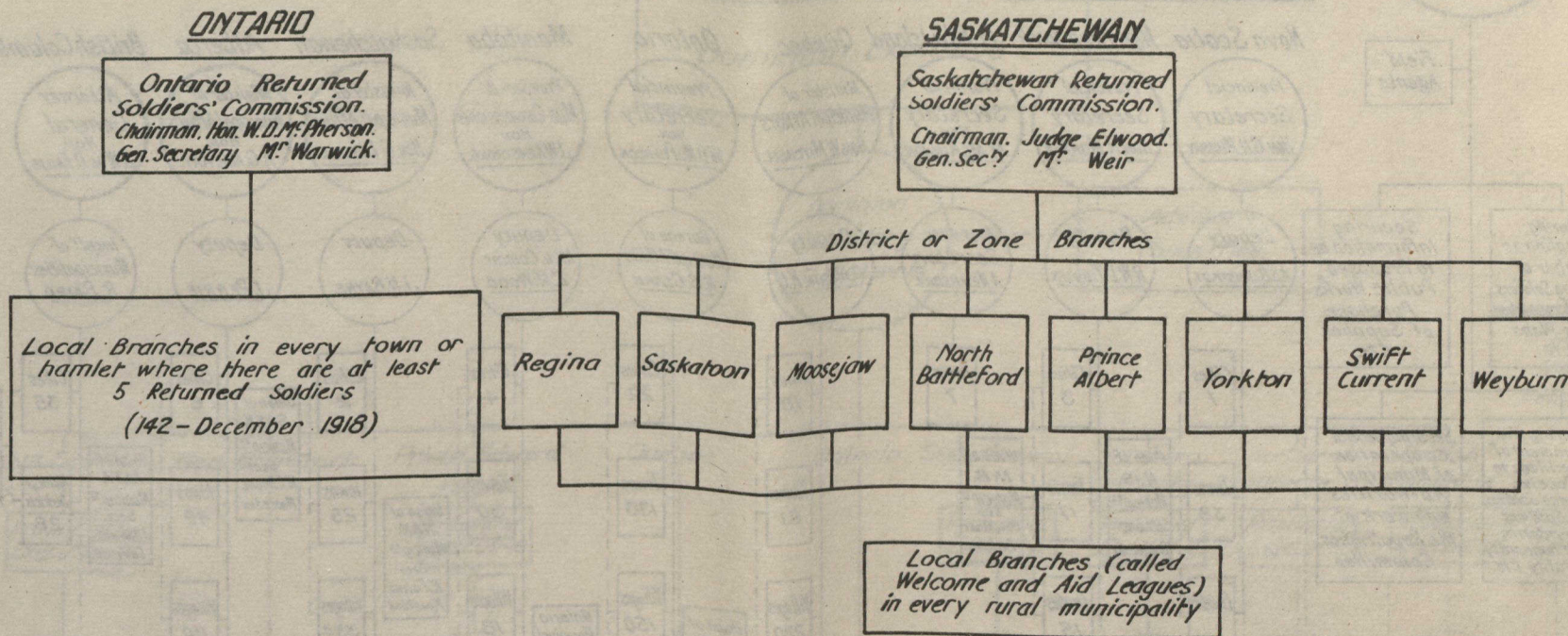
Lectures

*Moving
Pictures*

GENERAL ORGANIZATION
DEPARTMENT OF AGRICULTURE



TWO TYPES OF ORGANIZATION
OF THE
PROVINCIAL RETURNED SOLDIERS COMMISSIONS



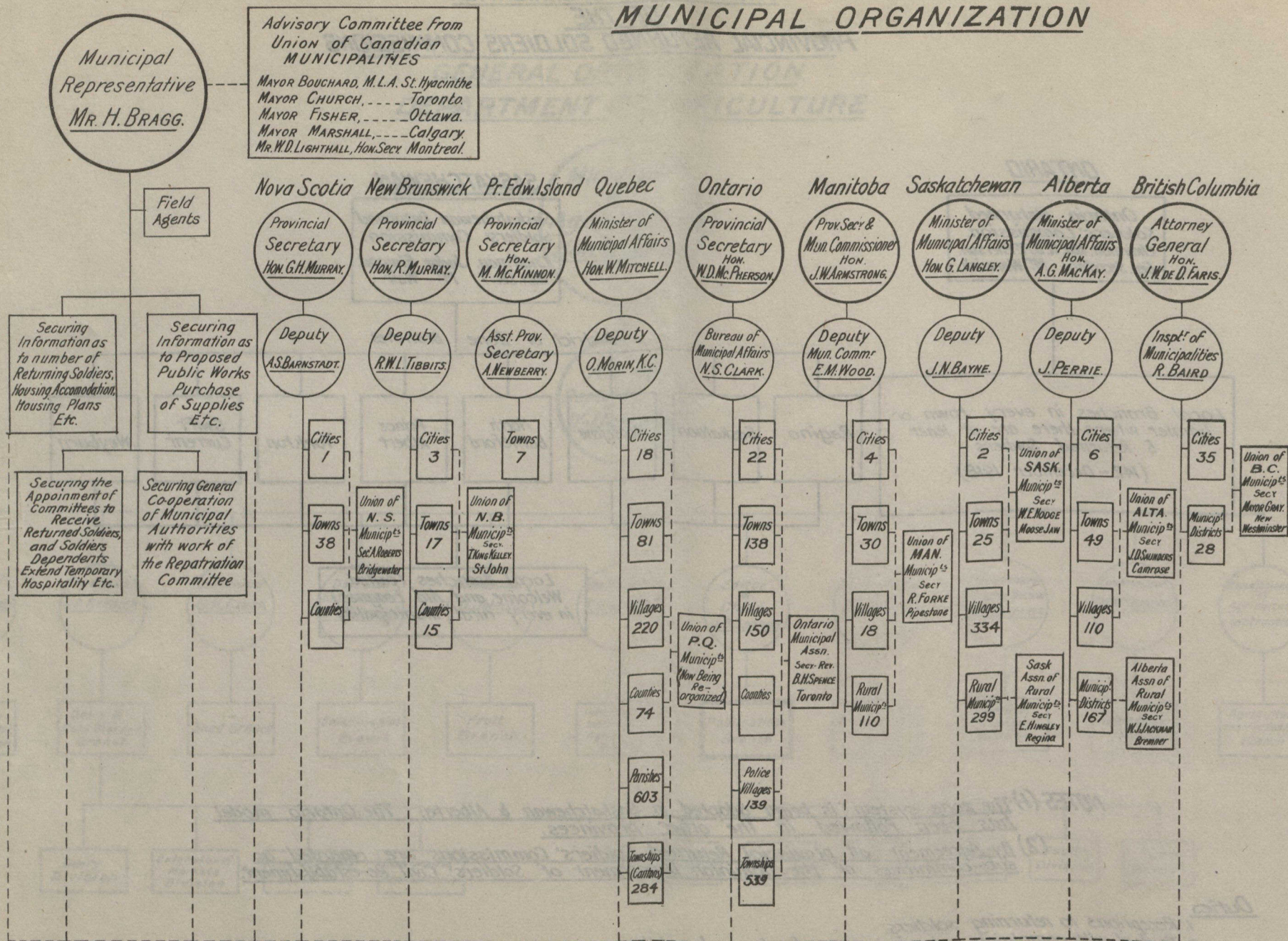
NOTES (1) The zone system is being adopted in Saskatchewan & Alberta. The Ontario model has been followed in the other provinces.

(2) By Agreement all provincial Returned Soldiers' Commissions are regarded as sub-committees of the Dominion Department of Soldiers' Civil Re-establishment.

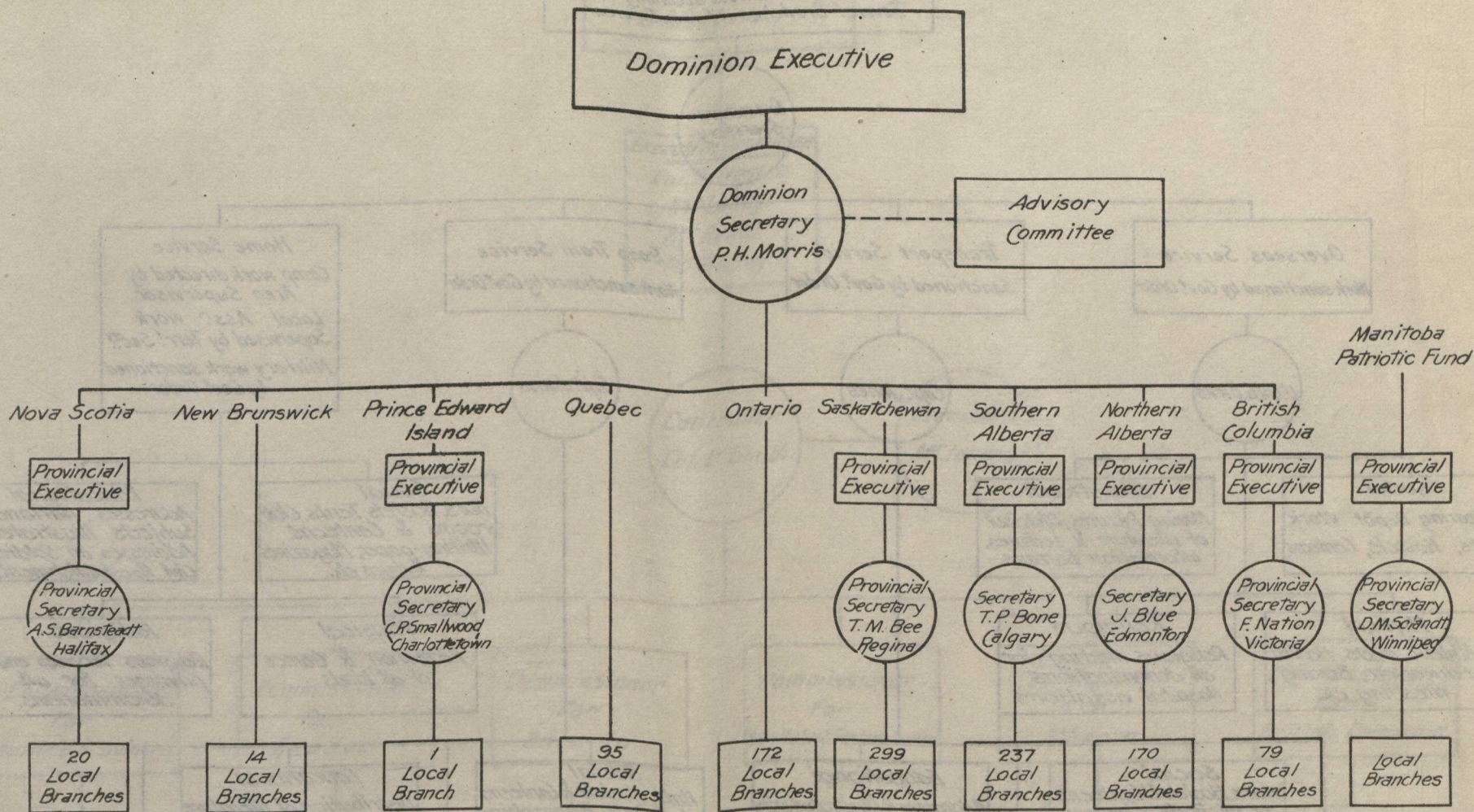
Duties

1. Receptions to returning soldiers.
2. To deal with complaints and grievances of returned soldiers.
3. To introduce the returned soldier to the nearest employment office.
4. To keep a record of all returned soldiers requiring employment in their respective districts.
5. To organize committees in all municipalities where such do not already exist.
6. Generally to act as a friend and guide to the returned soldier.

MUNICIPAL ORGANIZATION



GENERAL ORGANIZATION CANADIAN PATRIOTIC FUND



REPATRIATION WORK OF THE YOUNG MEN'S CHRISTIAN ASSOCIATION

**NATIONAL COUNCIL OF THE
YOUNG MEN'S CHRISTIAN ASS. OF CAN.**

*Organized in Committees according to the
Several Branches of the Service*

Executive
Secretary

Overseas Service
Work sanctioned by Gov't Order

Lt. Col. G. Birks

Transport Service
Sanctioned by Gov't Order

Capt. Jones

Troop Train Service
Work sanctioned by Gov't Order

Capt. Jones

Home Service
*Camp work directed by
Area Supervisor
Local Ass'n work
Supervised by Terr. Sect.
Military work sanctioned
by Gov't Order*

Social
*Clearing Depot Work
Huts, Hostels, Canteens*

Educational
*Moving Pictures, Distribut
of Literature & Lectures,
Information Bureaus.*

Physical
*Athletic meets, Health
Education, Boxing
Wrestling, etc.*

Religious
*Religious meetings for
all denominations
Hospital visitations.*

Social
*Huts, Hostels, Tents, Club
rooms & Canteens.
Writing-paper, Magazines
Games etc.*

Educational
*Addresses, National
Subjects, Illustrated
Addresses on Soldiers'
Civil Re-establishment.*

Physical
*Recreation & Games
of all kinds.*

Religious.
*Religious Services and
privileges for all
denominations.*

Social
*Huts, Hostels & Canteens
at all Ports, Cinemas
& Entertainments.
Sleeping Accomodation*

Educational
*Addresses & Illustrated talks
on Civil re-establishment
Information Bureaus*

Physical
*Athletics, Deck Sports,
Free Distribution of
Athletic Supplies.*

Religious
*Religious services for all
denominations. Administ.
to the needs of the sick*

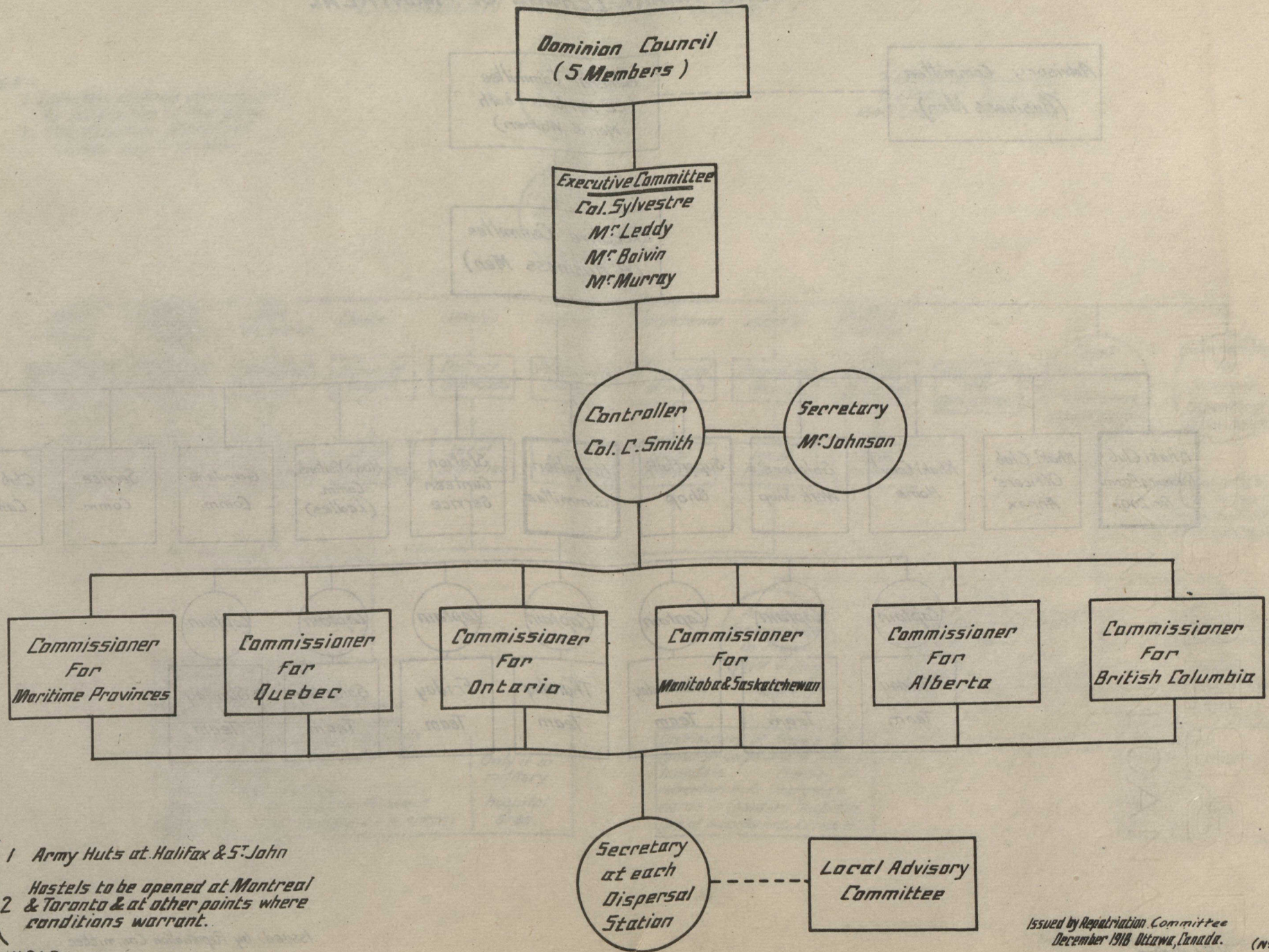
Social
*Huts, Hostels & Canteens
at all Ports. Telegraphing
mailing letters. Necessary
accomodation at dispersal*

Educational
*Distribution of literature
supplied by Nat'l Agencies
Council & Advice*

Physical.
*Getting men out for
Fresh Air & Exercise at
certain points*

Religious
*Good night services
in different cars.
Sacred Sing Songs*

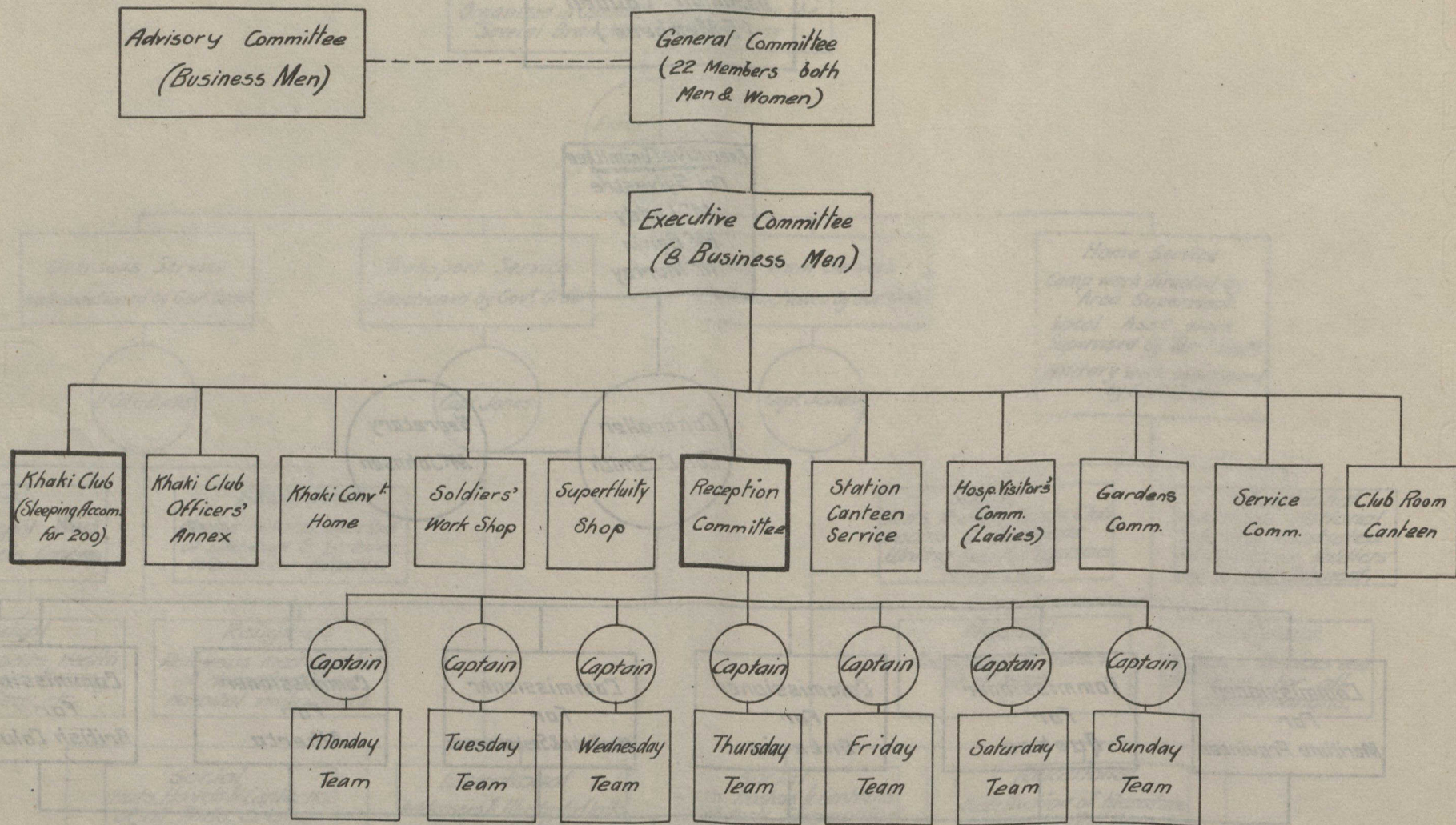
**GENERAL ORGANIZATION
KNIGHTS OF COLUMBUS ARMY HUTS**



- 1 Army Huts at Halifax & St. John
- 2 Hostels to be opened at Montreal & Toronto & at other points where conditions warrant.

N.R.I. Branch.

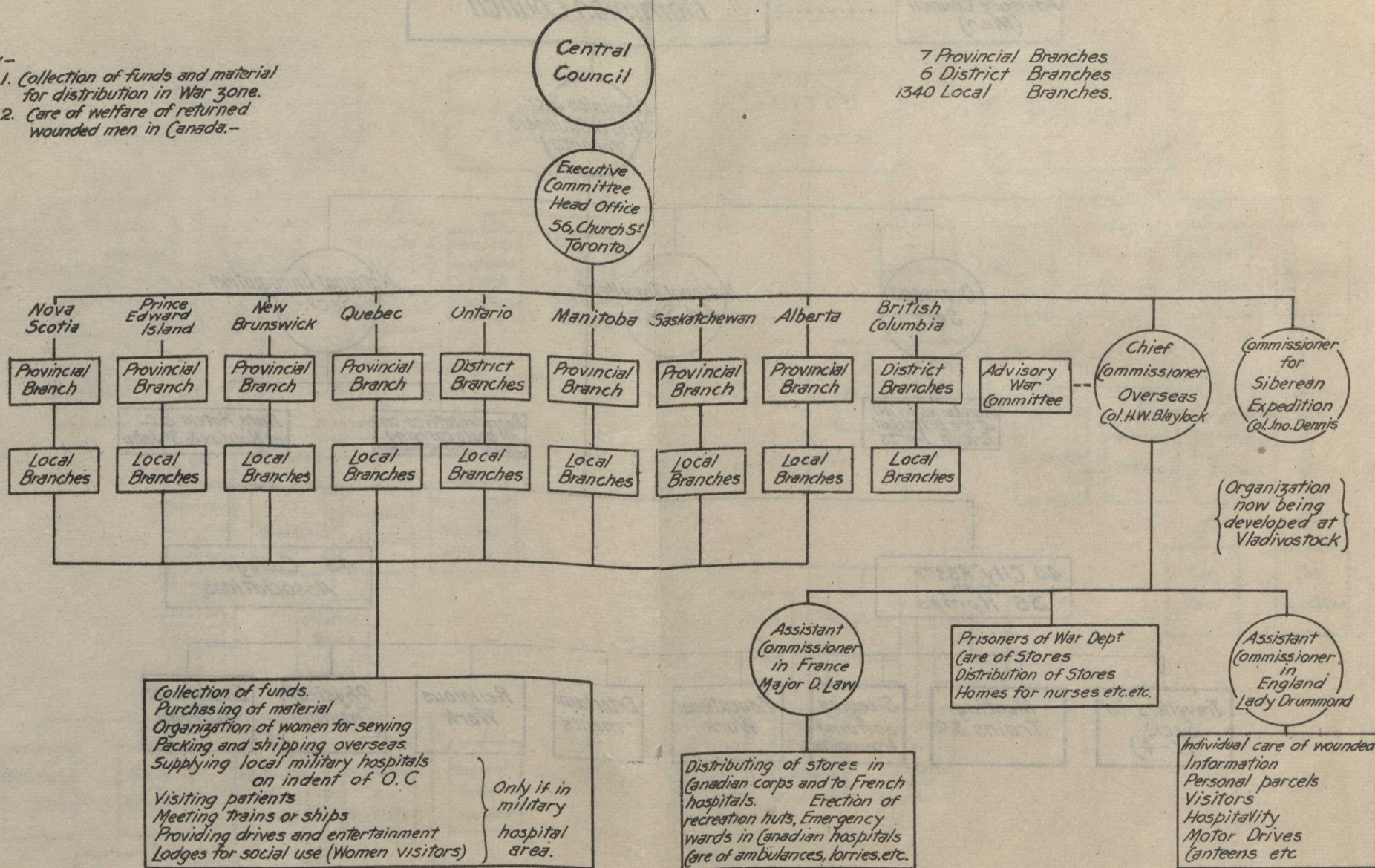
GENERAL ORGANIZATION THE KHAKI LEAGUE OF MONTREAL



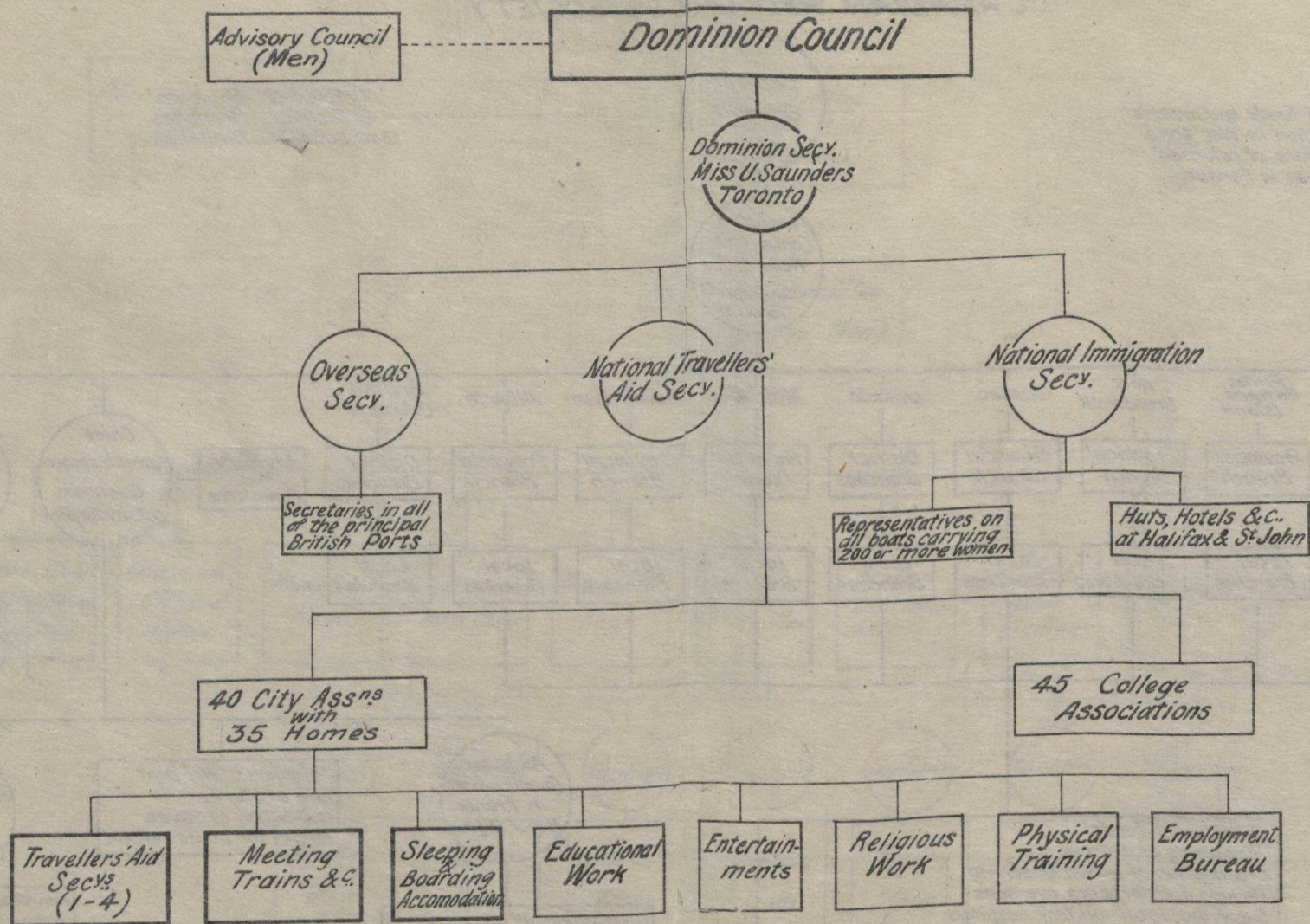
ORGANIZATION & WORK OF THE CANADIAN RED CROSS SOCIETY

- Work-**
1. Collection of funds and material for distribution in War zone.
 2. Care of welfare of returned wounded men in Canada.-

7 Provincial Branches
6 District Branches
1340 Local Branches.



GENERAL ORGANIZATION YOUNG WOMENS' CHRISTIAN ASSOCIATION



GENERAL ORGANIZATION SALVATION ARMY

International Headquarters
GENERAL BOOTH
107 Queen Victoria St. London E.C.

