

ROYAL COMMISSION
ON
PENSIONS AND RE-ESTABLISHMENT

**FINAL REPORT ON SECOND PART
OF INVESTIGATION**

July, 1924

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ERRATUM

Page 99, after line 27—

Suggestion by Ex-Service Men.

Entries of complaint or application for information or treatment or reasons for rejection to be recorded. Entries for outside treatment also to be made.

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TO HIS EXCELLENCY THE GOVERNOR GENERAL IN COUNCIL

MAY IT PLEASE YOUR EXCELLENCY:

We, the Commissioners, appointed by Royal Commission dated July 22, 1922, issued pursuant to Order-in-Council P.C. 1525 of the same date, to investigate, inquire into, and report upon:—

Firstly, the matters referred to in complaints made by certain officials of the Great War Veterans Association as contained in a certain telegram; and

Secondly, certain questions relating to pension, medical treatment and re-establishment needs of Canadian ex-service men and their dependents;

have the honour to present to Your Excellency in Council our Final Report in respect of the Second Part of such Investigation (being report No. 4 of the Commission.)

The subject-matter of the reference concerning the Second Part of such Investigation is as follows:—

1. To consider and make suggestions in respect of the Procedure by which disabled ex-members of the Canadian Expeditionary Force are enabled to make application for pensions and medical treatment, or submit an appeal in respect of decisions thereon.

2. To recommend means for ensuring that suitable provision is made for those ex-members of the forces and dependents who are under serious handicaps by reason of war services, in conformity with the recommendations now made, and for whom definite legislative provision has not yet been made.

For the above purposes the Commission shall:—

1. Survey existing re-establishment needs among Canadian ex-service men and their dependents.

2. Investigate available data in respect of phases of the Parliamentary inquiry as yet incomplete.

3. Obtain information as regards suitable provision for those classes of ex-service men described in Section 7, Chapter 2, of the Committee's report.

4. Investigate the question of Canteen Funds.

PART ONE

RESUMÉ OF THE COMMISSION'S WORK

The Commission was authorized by Order-in-Council (P.C. 1525, July 22, 1922) to conduct two separate investigations. The first part was to investigate certain charges against the Pensions Board contained in a telegram sent out by the G.W.V.A. This inquiry continued with intervals from July to November, 1922. Public sittings were held on 29 days, 3,800 typewritten pages of evidence were taken and over 200 individual files were examined. The report was presented in February, 1923.

The second part was to hear evidence, suggestions and complaints respecting pensions, treatment, and re-establishment, particularly as affecting handicapped men. Public sittings were held at nine different centres from Halifax to Vancouver for 38 days, 160 witnesses gave evidence, a further 5,800 pages of evidence was taken with over 200 exhibits, and visits were made to the following institutions:—

- Seven General Hospitals,
- Six T.B. Sanatoria,
- One Hospital for the Insane,
- One Children's Home,
- Two Orthopedic Workshops,
- Three Red Cross Shops,
- One Vetcraft Shop.

The First Interim Report on the second Part (being Report No. 2 of the Commission) was presented in April 1923.

The Second Interim Report (being Report No. 3 of the Commission) was presented in May, 1924, and this Final Report (being Report No. 4 of the Commission) completes the second Part of the Investigation and the Commission's work.

The last public Hearing relating to the charges in the G.W.V.A. telegram was held on November 17th, 1922, and immediately thereafter the Commission entered on the work of preparing its Report on that subject, and also making the necessary plans for the second part of the Investigation.

There was some misapprehension concerning the Commission's function under the second half of the Reference. Many thought that the Commission had authority to revise and reverse decisions of the Pensions Board and of the D.S.C.R. and to operate general as a Super-Tribunal, not only to suggest, but to put summarily into force any remedial measures which it considered called for. As had been pointed out many times, however, the scope of the Commission was limited to receiving and presenting evidence concerning alleged defects and short-comings of the existing system and suggestion for improvement.

To ensure a clear understanding the Commission prepared and circulated a Memorandum outlining the scope of the Second Part of the Inquiry, (see Appendix). As the Memorandum indicates, the Commission acceded to a very generally and insistently expressed desire that Hearings be held in the various Provinces and in order to give opportunity for preparation, the itinerary was not to begin before January 15th, 1923. Copies of this Memorandum were sent out to all Veteran's Organizations and all offices of the D.S.C.R. and were

there made available to everyone interested. The Memorandum was also published early in December, 1922, in the form of a notice, which appeared in every Daily Newspaper and Veteran's Magazine throughout the Dominion.

At the request of the Dominion Veterans' Alliance, the Commission authorized Mr. C. Grant MacNeil to precede the Commission in every Province and confer with ex-service men in the various centres to advise them as to the scope of the Investigation and the procedure proposed to be adopted and to assist the local committee to prepare for the public Hearings. In this advance work, Mr. MacNeil travelled from coast to coast in November and December, 1922, and January, 1923. To ensure that evidence and representations made to the Commission would be well considered and concise and to prevent repetition as far as possible, a procedure was outlined in the Memorandum to the effect that evidence and views on behalf of ex-service men should be presented at the public Hearings by not more than six duly accredited witnesses, and ex-soldiers generally and Veterans' Organizations were asked to co-operate in calling meetings and instructing and selecting these witnesses. This method of procedure was wholeheartedly accepted and the evidence and suggestions were presented at all the hearings by selected witnesses thoroughly prepared on the various branches with which they had to deal. There were instances where the Commission, on its own motion or at the request of ex-service men, called additional witnesses.

To leave no source of information untapped and realizing that there were individuals who might not be in touch with Veteran Organizations or with the Central Committees or who felt that they had special views to present, the Commission prepared a questionnaire, (see Appendix), 150,000 copies of which were made universally available by being placed in every Post Office in the Dominion. 3,442 of these questionnaires were answered and returned and a tabulation of the answers has been incorporated in the Appendix. To give general advance notice of the Hearings and of the procedure, a Poster (see Appendix) was displayed in all Post Offices and Veterans' Clubs. All this publicity was in both English and French.

Prior to each sitting, a further notice was inserted in all the local Daily Papers, giving full particulars of the place, date and time of sitting. These latter notices were printed in English, French, Chinese, Japanese and Yiddish.

The itinerary of the Public Hearings of the Commission opened at Halifax on January 24, 1923, and closed at Ottawa on May 24, 1923. Dates and places and institutions visited are shown in the Appendix.

During the itinerary, the Members were also engaged in preparing the Report on the first part of the Investigation concerning the charges in the G.W.V.A. telegram, which Report was presented in February, 1923, as before stated. Concurrently also, the preparation of the First Interim Report on the second Part of the Investigation was begun and same was presented in April 1923 as Report No. 2 of the Commission. This report dealt with:—

- (a) Two urgent matters relating to procedure.
- (b) Appeals from decisions as to pensions and medical treatment.
- (c) Returned Soldiers' Insurance Act.
- (d) Employment of Handicapped men.

After the completion of the public Hearings on the Second part of the Investigation, the Commission set about gathering and studying a large amount of further documentary material along with the evidence and exhibits, which had been received. Information was obtained on various matters, the evidence relating to which, as given on the Hearings, was not sufficiently complete on which to base conclusions.

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The Commission went into joint session in connection with the Second Interim Report on the Second Part of the Investigation (being Report No. 3 of the Commission) in January, 1924. There was considerable interruption, and that Report was presented on May 8, 1924. It dealt with:—

- (a) Suggested amendments to the Pension Act.
- (b) Soldier Settlers.

Since that date the Commission has been engaged in the preparation of this Final Report which has required a much longer time for its completion than was estimated. In compiling the Report, the aim has been to provide a compendium, under appropriate headings, of the mass of evidence and suggestions presented, giving the necessary references to the pages of the Record.

It was inevitable that the Commission should be regarded as exercising functions something akin to those of a Travelling Parliamentary Committee before which any matter which had the remotest connection with ex-service men's problems could be presented, and not only ex-soldiers but public men and even officials, brought to the attention of the Commission, matters of the most diversified character.

A perusal of the evidence given on the public Hearings will show that the sittings were conducted and regarded as conferences rather than as a judicial Investigation. The opportunity offered for full and frank discussion has resulted, it is believed, in removing much misunderstanding, and so silencing unjust or misinformed criticism. Such discussions were frankly entered into by Returned Men's representatives, the representatives of the D.S.C.R. and of the Pensions Board. Any observer would be struck by the spirit of fairness exhibited and the readiness with which what might be regarded as opposing parties, admitted their error, if such were shown, after a subject was thoroughly threshed out. Anyone who followed the proceedings throughout would readily agree that despite an occasional explosive utterance by an individual or small group, the average returned soldier once properly informed is instinctively fair and reasonable.

The Commission fully realizes the difficulties of the Local Committees, overwhelmed as they must have been with complaints and suggestions from those who did not understand the nature of the Investigation, in selecting and condensing the material pressed upon them. Evidence which must have involved a great deal of work, research and discussion on the part of the Committee preparing it had been collected with care and accuracy, and it was presented effectively and with a full sense of responsibility.

The Commission feels a very deep sense of obligation to these Committees and representative witnesses who so enthusiastically and thoroughly did their part in making the sessions of the Commission useful as a clearing house for ideas and a means of concentrating and disseminating information on the important subjects being discussed.

The attitude of the representatives of the D.S.C.R. and of the Pensions Board, who have had to be referred to constantly for information, has been uniformly courteous and helpful both at headquarters and throughout the units. They have stood ready at all times to furnish freely and unreservedly the assistance which their intimate knowledge of the subjects discussed afforded. This cordial co-operation has been extremely valuable.

Information which could only be secured from other departments was often required and always available. The Commission desires to express its thanks to the officials of these departments who so carefully and willingly prepared and presented it.

All those interested in the matters under consideration are indebted to the representatives of the British and the United States Pensions organizations who gave evidence at the hearings concerning the system and procedure prevailing in their respective jurisdictions. These representatives were:—

Mr. Kenneth J. Milne, of London, England, Assistant Secretary to the Ministry of Pensions of Great Britain.

Dr. L. B. Rogers, of Washington, D.C., Assistant Director Medical Division, United States Veterans' Bureau.

Dean Evans, of Washington, D.C., Chief of Training in the Rehabilitation Division of the United States Veterans' Bureau.

The Commission acknowledges the consideration of various Public Bodies in providing suitable and commodious accommodation for the hearings.

In this report, the Department of Soldiers Civil Re-establishment is spoken of as the "D.S.C.R.", and the Royal Commission, now reporting is designated as the "Commission." In giving references to the pages of the record of evidence, duplication has been avoided, where possible, by not repeating the name of the place where the sitting was held. Where, therefore, a reference to evidence consists of simply a number shown in brackets, it refers to the evidence given at the place next previously mentioned by name.

A copy of the evidence taken on the various sittings of the Commission at Halifax, St. John, Montreal, Vancouver, Calgary, Regina, Winnipeg, Toronto, and Ottawa, consisting in all of 5,800 pages was forwarded with Report No. 3, and some 210 exhibits referred to but not incorporated in the evidence are forwarded with this final report.

PART TWO

EMPLOYMENT OF HANDICAPPED MEN

The plan of this portion of the report will be as follows:—

A. General Statement.

B. Methods of assistance adopted in Canada.

I. As to Government undertakings.

- (1) Preference in Government service.
- (2) Sheltered employment.

II. As to civilian industry.

- (1) Employment agencies.
- (2) Toronto Rehabilitation.
- (3) Vocational Training.

C. Methods adopted or proposed elsewhere.

- I. Activities of International Labour Bureau.
- II. Voluntary Employment.
- III. Compulsory employment.
- IV. Fundamental principles.

D. Extent of Problem in Canada.

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E. Suggestions concerning the principle to be followed and the nature of possible further effort.

I. Principle to be followed.

II. Suggested possible extension of present methods of assistance.

- (1) As to Government undertakings.
- (2) Civilian industrial undertakings.

III. Possible new methods of absorption.

- (1) Manufacturing or trading monopolies.
- (2) Compulsory employment.

F. Unemployment Relief Activities.

A. GENERAL STATEMENT

In its first Interim Report on the second part of the investigation, under the subject of employment service for handicapped men, the Commission stated that this matter had to do with one of the most important soldier questions which the country is now facing, and one which must become increasingly difficult as time goes on. The Commission added that it could not hope, even after there had been an opportunity for the further consideration which the subject required, to find a satisfactory solution for a problem which still remained unsolved in every country which had engaged extensively in the war and which was the result, not only of war service conditions, but of an abnormal economic situation which is world wide.

In discussing this matter, reference will necessarily be made to employment measures in which fit men participate, but the main theme concerns those physically handicapped on account of war service.

B. METHODS ADOPTED IN CANADA

I. AS TO GOVERNMENT UNDERTAKINGS

(1) *Preference to ex-soldiers in respect of vacancies in the Government service.*

At the end of the war the Canadian Government was not slow in recognizing in its own services the preference which it owed to ex-service men, particularly those disabled by the war.

The Civil Service Act as amended in 1918 and as further amended in 1921 contains the following clauses:—

“ 39 (2) The Civil Service Commission shall prepare and maintain a special list of persons in receipt of pensions by reason of their services in the war, Nineteen hundred and fourteen to Nineteen hundred and eighteen, who

“ (1) have from causes attributable to such service lost capacity for physical exertion to an extent which makes them unfit efficiently to pursue the avocations which they were pursuing before the war,

“ (2) have not been successfully re-established in some other avocation and

“ (3) desire to be placed on such list.

“ The Commission shall obtain as full particulars of each person on such list, including particulars of his age, education, physical and mental condition, resources and responsibilities, as it is possible to obtain from all available records.

"In all examinations for entrance into the Civil Service, the persons named on such list who are found to possess the necessary qualifications shall be placed in the order of merit on the list of successful candidates above all other candidates.

"(3) In all examinations for entrance into the Civil Service, all persons other than those mentioned in sub-section 2 of this Section who have been on active service overseas on the Military Forces, or who have served on the High Seas in a seagoing ship of war in the Naval Forces of His Majesty, or any of the Allies of His Majesty, during the war, 1914 to 1918, who have left such service with an honourable record or who have been honourably discharged, or when any persons who have served as aforesaid have died owing to such service, the widows of such persons, and who in either case obtain sufficient marks to pass such examinations, shall, irrespective of the marks they have obtained, be placed in the order of merit on the list of successful candidates next after any candidates who are on the special list mentioned in subsection 2 of this Section and above all other candidates.

"(4) The provisions of any statute or regulation prescribing the age limit and physical requirements with respect to any appointment in the Civil Service shall not apply to any person with the Military or Naval Service mentioned in subsections 2 or 3 of this Section if the Commission certifies that he is of such an age and in such a satisfactory physical condition that he is then able to perform the duties of the office and will probably be able to continue to do so for a reasonable period after his appointment."

On June 29, 1922, P.C. 1053 was passed approving the suggestion of the Civil Service Commissioners that certain classes of positions, generally skilled and unskilled labourers, be exempt from the operation of the Civil Service Act under Section 38B and that the selection of employees for the above classes be left entirely in the hands of the Departments but subject to the express condition, amongst others:

"(b) That the preference extended by Section 39 of the Civil Service Act, 1918, as amended, shall be observed."

And the proviso:—

"That a report shall be made by every Department to the Civil Service Commission in the months of January, April, July and October in each year, setting out the name, duties, salary, place of residence and place of employment of each person appointed under the authority of those Regulations during the preceding three months, with the date of commencing duty and the probable duration of employment. In each case where the employee has been on military service overseas the letters 'O.A.S.' should be added after the name."

That the legislation was highly beneficial to ex-service men is proven by the following statistics furnished by the Civil Service Commission:—

APPOINTMENTS MADE BY THE CIVIL SERVICE COMMISSION INCLUDING ALL POSITIONS, PERMANENT AND TEMPORARY

Year	Grand total	Total Males	Ex-service men	Percentage of ex-service men out of male appointments
1920.....	13,470	11,226	5,552	49·46
1921.....	10,951	9,271	4,655	50·21
1922.....	6,442	5,335	2,837	53·18
1923.....	5,016	4,036	2,335	57·85
1924.....	1,379	1,066	721	67·63
(first four months)				

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Included in the above, appointments to permanent positions, which were obviously the more important, figured as follows:—

Year	Grand total	Total Males	Ex-service men	Percentage of ex-service men out of male appointments
1920.....	1,765	1,323	922	69·59
1921.....	2,447	2,172	1,434	66·02
1922.....	1,855	1,576	1,161	73·67
1923.....	1,768	1,548	1,166	75·32
1924..... (first four months)	652	481	382	79·41

Which shows that, out of all male permanent appointments made by the Civil Service Commission since 1920, from 69 per cent to 79 per cent were ex-service men, with the percentages increasing each successive year.

In April 1923, the Civil Service totalled 40,000 employees under the Civil Service Commission. Since the beginning of the preference, 35,000 ex-service men have received appointments from the Civil Service Commission. The whole Civil Service comprises about 55,000 employees, out of which about 20,000 are returned men.

As to the number of ex-service men appointed to the positions exempt from the operation of the Civil Service Act by P.C. 1053, the claim is made that such statistics as are available show only 15·8 per cent of these appointees as ex-service men. (Toronto 1817). The Commission has endeavoured to procure more additional data but is informed by the Civil Service Commission that no sufficiently complete records are yet available.

Under P.C. 2944 of August 31, 1921, provision was made whereby disabled soldiers might be trained to occupy vacancies occurring in permanent positions throughout the Civil Service. Up to December 31, 1923, 66 placements had been made, mainly in the Post Office, Public Works, and Trade and Commerce Departments.

(2) Sheltered Employment.

Sheltered Employment may be defined as employment under conditions where the hours of work are more or less determined by the physical condition of the worker, and where the work itself is of such a character as to fit in with the man's disability. The term "sheltered" does not necessarily connote sheltered from the elements, but sheltered from the strain of competing with fit men. It particularly suits those handicapped ex-service men who, in organized industry under normal active conditions, are permanently or temporarily unemployable.

Following is a summary of classification and description of those handicapped men by a witness who had had large experience in retraining ex-soldiers (Halifax 212):—

1. Mental defectives and morose. Such men should not have been accepted for war service, but authorized agents of the Government attested some of them and they were duly placed in various military units and rendered some or little service before they were discharged. They would probably have been partially dependent on some one, but, because of their service as soldiers felt they have a claim for help from Government agencies. Unless they are imbeciles or idiots they are capable of performing simple routine duties under direction or supervision and, if properly placed, may be wholly or partially self-supporting.

2. Men with mental aberrations, recurrent insanity or other troubles of a like kind produced or aggravated by war service often necessitating a period of treatment in an institution for the insane. Such disabilities always create a prejudice against a man in the mind of the prospective employer. Almost invariably a period of training, closely supervised employment, readjustment and restoration of self confidence should follow the discharge from treatment for serious mental trouble.

3. Neurasthenic and neurological cases. Men with such disabilities often have them aggravated by being turned loose from treatment to face the perplexity of earning enough money to support themselves and dependents by ordinary methods. In many instances supervised congenial employment for part-time is the only efficacious method of treatment.

4. Epileptics. These unfortunate men seem to be almost entirely unemployable in the ordinary sense of the word, because of the prevalent use of machinery in production, even though they may be useful and efficient most of the time.

5. Men who enlisted over age, or with some disability such that a comparatively small additional war disability has produced a person who is not wanted by ordinary employers. These men misrepresented the true state of things when they enlisted but were usually applauded for their bravery and courage at the time.

6. Men seriously shattered and crippled by the war so as to be unable to carry on in an ordinary occupation but who still have a partial productive capacity left if the proper tasks and working conditions are provided.

The question of the need of additional care for the above type of cases was considered, since the end of the War, by the different Parliamentary Committees dealing with the re-establishment of ex-service men. The Parliamentary Committee of the Second Session of 1919 reports (p. 49):—

“During the course of the investigation by your Committee into matters relating to Re-establishment, it was repeatedly brought out that special provision should be made for those functionally neurologically, and mentally subnormal men who cannot be completely taken care of under existing regulations.

“Your Committee recognize that there is an urgent necessity for the establishing of a means to take care of these problem cases. In view of the highly technical and difficult nature of the question they recommend that the Department S.C.R. should take immediate steps to institute a thorough inquiry to determine the need and to recommend the means of best dealing with this difficult problem.

“They further recommend that in the interim, or until such time as proper provision is made for the care of such cases, the Department be authorized to expend the money necessary to make provision for these cases.”

This recommendation was embodied in P.C. 2328 of 21st November, 1919, which is the main authority for the expenditure of

“such money as, in the discretion of the Minister, may be deemed necessary to make provision for the cases referred to.”

An investigation was started immediately throughout the Dominion and a special investigator was sent to England to gather information relative to sheltered employment and after care work being conducted there.

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The Special Parliamentary Committee on Pensions and Re-establishment in June 1920 reports (p. 20):—

“With regard to problem cases in general, the time the experiments referred to in the Report of the Sub-committee have been in force, is not sufficiently long to warrant any definite recommendation. Your Committee considers that it would be in the interests of the work, that the matter be left where it is for another year, when it may be possible to submit a concrete proposal embodying plans of a permanent character.”

During this time, the D.S.C.R. conducted the experimental handling of these so-called “Problem Cases,” and established workshops under Government Control, providing occupation under special conditions, in Toronto, London, Hamilton, Brantford and Kingston. In Montreal, without any assistance from the Department other than providing a building, various Societies (Canadian Red Cross, Y.M.C.A., and Knights of Columbus) acting in co-operation, established a memorial workshop for taking care of “Problem Cases.”

The 1921 Parliamentary Committee reviewing the various activities of the D.S.C.R. Reports (p. XIX):—

“The value of the work done in this connection by the Department is evidenced by the large number of men who were felt to be unemployable, having been placed in employment. It is possible that some of these will again come on the strength, but an effort is made as soon as a man is capable of taking employment outside, to provide same for him.

“It should also be borne in mind that for a considerable number of years, men who are now in employment will be unable through their disabilities to continue in competition with fit men, in the ordinary labour market, and *many need a period of sheltered employment before being able to go back to outside work.*

“It is felt, however, that in view of the nature of the provision required, some agency other than Governmental should conduct workshops similar to those being operated at the present time by the Department of Soldiers' Civil Re-establishment. Further, the matter of the cost of operating these workshops will have to be gone into very carefully with the organization to take up this work.

“19. The Department has already examined into the possibility of agencies outside the Government conducting the necessary special workshops or other provisions that may be approved from time to time in accordance with the needs of various centres, and the Canadian Red Cross, who have distinguished themselves in the carrying on of war work, and who it is believed are still anxious to have their organization continue in peace work were thought of and approached. To date, the proposals, which were general in character, have not been replied to by the National Executive, but the Department has been led to believe that the proposals were well received, and that action in the way of further and more detailed negotiations may be expected at an early date.

“Apart from the national organization, however, certain branches have already interested themselves and indeed started to engage actively in the establishing of definite centres of occupation. The work of the Quebec branch in Montreal has been outlined above. The Red Cross of British Columbia have signified their intention of embarking on a similar project within a short time, if, indeed, they have not already commenced operations.

"20. Your Committee has given careful consideration to resolutions forwarded in connection with this subject, *and is of the opinion that the need for sheltered employment has been established.* Your Committee, therefore, goes on record as being in agreement in principle with the requests submitted by the G.W.V.A., the G.A.U.V. and the Victoria Branch of the Canadian Red Cross.

"From all evidence submitted, it would appear that experiments conducted in other countries, as well as Canada, are not such as to lead to the belief that farm colonies under supervision would have any prospect of success. Your Committee, therefore, was unable to agree that the Government should embark on a definite scheme of farm homes. Your Committee believes that in the "Vetcraft" shops, now being operated by the Department of Soldiers' Civil Re-establishment lies the most feasible scheme for the provision of sheltered employment in the larger centres of population.

"21. The recommendations of your Committee, therefore, are as follows:

"1. (a) That the Department of Soldiers' Civil Re-establishment continue negotiations with the Red Cross or other organization, to provide for the establishment under the administrative control of the Association or Organization, such undertaking as may, in the opinion of the Department, be considered to be advisable.

"(b) That until an organization of a definite nature is established, the Department continue to care for these cases as at present.

"2. As respects financial assistance by the Government additional to pension payments to individuals, it is felt that any decision can only be made after further negotiations with the Red Cross or other organizations undertaking the work. It is, therefore, recommended that such negotiations continue, and so soon as a definite basis of assistance is reached the proposal be placed before the Government for final approval".

As the result of a conference held in December 1921 between officers of the D.S.C.R. and members of a Special Committee appointed by the Red Cross, an agreement was entered into by which the Red Cross agreed to operate workshops in certain centres with Departmental co-operation in capital expenditures and operating loss.

The 1922 Parliamentary Committee investigating the same re-establishment needs, classified the ex-soldier for whom relief was sought into (p. XII):—

"1. Those whom real old age has at the time of discharge with or without other disability rendered unfit for employment on the open labour market, and those who are prematurely old from causes either arising out of or entirely unassociated with service. It is needless to say that this group will increase as time goes on.

"2. Those handicapped by severe physical disabilities which are the results of deformities, amputations, or arise otherwise from injuries due to service.

"3. Those with some chronic condition due to service, but who are not included in the tuberculous.

"4. Those who are suffering from some mental or nervous condition in whole or part due to service.

"5. The Tuberculous.

"6. Those who owing to various other causes due at least in part to service are unable to give to any fixed occupation the same extent of efficiency as is expected from a man 100 per cent fit."

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The Committee, after reviewing the experimental work in the workshops mentioned above and reporting the opening of new workshops at Victoria and Vancouver, B.C., through arrangements between the D.S.C.R. and the Canadian Red Cross, and after considering whether it was preferable that the conduct of such workshops would be better in the hands of some non-governmental agency, subject in so far as necessary to departmental examination, or whether such workshops should be operated entirely by the Department, expressed the opinion that where it may be considered by the Department better to enter into agreements with non-governmental organizations, it should be authorized to do so, and that the Department should equally be authorized at the outset to assist in the establishing of the shops on a proper basis by providing the capital necessary in the premises, including equipment.

The Committee further stated:—

“ that while it might be justly argued that the State has no direct responsibility beyond the payment of pension as awarded, the subject is better treated from a more broad viewpoint but it should be understood that those seeking or participating in the advantages herein expressed, should be responsible on their own efforts and not in the receipt of pay and allowances”.

Negotiations between the Canadian Red Cross and the D.S.C.R. progressed to the point that on December 31, 1923, the Canadian Red Cross Society was operating workshops in Halifax, St. John, N.B., Montreal, Winnipeg, Vancouver and Victoria. In each case the agreement is on the following basis:

(a) That capital invested or involved, including the rental of premises and equipment is borne 85 per cent by the D.S.C.R., and 15 per cent by the Canadian Red Cross. If any alterations or repairs are required in rented premises, not borne by the landlord, the cost of same is included in capital expenditure.

(b) The interest of the two parties in the equipment, property, and buildings is in proportion to the expenditure made by each.

(c) In the event of any deficit in the cost of operation, in which cost is included, among other items, the costs of material, wages of staff, pay to men, lighting, power, gas, and marketing expenses, the Department contributes 75 per cent of such deficit up to a maximum contribution of \$30 (formerly \$25) per man per month, provided that such deficit is only applicable on account of men admitted to the shops under the provisions set out under the agreement. For the purposes of this apportionment the standard month is reckoned as of 175 working hours.

(d) Only pensioners of not less than 20 per cent actual nor more than 80 per cent pensionable disability are eligible for admission to workshops.

(e) Authority for admission is granted through an eligibility board of three members, two of which are appointed by the Department.

(f) Subject to the standing orders of the branch, the operation and control of the shops is totally under a committee of not less than three appointed by the Canadian Red Cross Society. This Committee decides the type of occupation to be provided, the wage to be paid, the purchase of supplies and disposal of product and all disciplinary measures necessary.

(g) Rate of pay by the hour, not exceeding standard rate paid to common labour, pension not being taken into consideration. Working day of eight hours, subject to individual consideration in consultation with Medical Adviser.

The scope of the work undertaken includes wood work of all kinds such as desks, step-ladders, tables, repairing including grass and wicker woven furniture, picture-framing, furniture, boat-making, etc. Other occupations are

weaving of scarves and homespun, knitting, manufacture of poppies distributed on Armistice Day, upholstery, basketry, toys, etc. The work is generally carried on mainly on order from the trade. The selling is helped by several clubs, newspaper advertising, etc. The utilization of the Red Cross organization for the disposal of the products in outside districts by putting on periodical sales is being considered.

The number of men on the strength of the Red Cross workshops on December 31, 1923, totalled 150, distributed as follows: Halifax, 15; St. John, N.B., 22; Montreal, 25; Winnipeg, 28; Vancouver, 31; Victoria, 29.

The average operating cost per man per month (exclusive of capital and rental charges) for the period February 1, 1923, to April 30 last, varied from \$36.41 in Halifax (the whole borne by D.S.C.R. but \$11.87 of which was charged to the local Red Cross pending final agreement) to \$46.50 in Montreal (out of which \$23.86 was paid by D.S.C.R.).

Besides, the D.S.C.R. operate separately Vetract shops mainly at Toronto and Hamilton with smaller shops in London and Kingston. The total number employed in these Departmental Vetract Shops on December 31, 1923, was 169, distributed: Toronto, 108; Hamilton, 35; Kingston, 12; London, 14.

The average cost per man per month is very variable depending largely on the price received for the finished product. The D.S.C.R. states that to February last the average cost has been \$58.12 at Toronto and \$48.57 at Hamilton.

As the average pay per man per month in Vetract shops is possibly \$58.50 exclusive of pension and the average pay in the Red Cross shops is probably higher, it would, thus appear that even under the present poor selling conditions, it has been possible to pay men \$58.50 at a cost of probably \$35.00 to \$55.00 a portion of which cost is absorbed by the Red Cross Society.

To April 30, 1924, the capital costs have totalled \$120,390.23 (\$4,803.45 paid by Red Cross), the rentals \$39,647.72 (\$1,495.55 paid by Red Cross), and the net operating costs \$432,137.80 (\$42,974.59 by Red Cross), or a grand total of \$592,175.75.

Since starting the operation of workshops up to the end of the last calendar year, 954 men have been struck off strength, out of which more than one-half have gone into regular employment, or, owing to increase in their pension, have taken their discharge from the shops. Over 25 per cent have been transferred to the Treatment Branch or have been struck off strength on account of sickness or death, the remainder being apparently still unemployed.

The fact that all the men employed in workshops would be entitled to participate in unemployment relief were they not so employed, must not be lost sight of in considering the cost of these workshops.

Sheltered employment provides valuable assistance in fitting disabled men, otherwise, at least partially unemployable, for regular employment. In the majority of cases these men after long hospitalization have lost all confidence in themselves and in their ability to again successfully take their place in the regular labour market. A few months' experience in the shops in the majority of cases changes his mentality. The man, possibly even to his own surprise, finds that he has a certain earning capacity, his confidence in himself gradually increases and he finally finds himself keener to accept responsibility. Certain classes will never come to this stage and will remain permanently unemployable on the normal labour market.

II. AS TO CIVILIAN INDUSTRY.

(1) *Employment Agencies.*

The Federal Department of Labour has a Branch called the Employment Service of Canada, the main function of which is to assist in the solution of the unemployment problem generally. Advising the Minister there is an Employ-

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ment Service Council of Canada including representatives from the Federal Department of Labour, the D.S.C.R., the various Provinces, the Trades Labour Congress, G.W.V.A., Manufacturers Association, etc.

Through the agency of the Employment Services Co-ordination Act, accepted by all the Provinces except New Brunswick and Prince Edward Island, the Federal Government undertakes, under certain conditions of supervision and the rendering of certain returns, to contribute up to 50 per cent of the cost of maintenance and operation of the Provincial Employment Offices. (P.C. 954 of May 25, 1923). These returns facilitate the establishment of clearing house methods allowing the transfer of labour from one Province to another, etc. No regulations are in force in these offices for preferential treatment to ex-service men, although as the Commission is informed (Ottawa p. 249), a tacit understanding exists under which, all things being equal, such preference is given. The foregoing only applies to fit men.

With the object of facilitating the absorption of disabled ex-service men into the labour market, the D.S.C.R. has also maintained for a number of years a Handicap Section in the different Unit Offices. At the Annual Conference of the Employment Service of Canada in June 1923 at which provincial representatives were present, it was recognized that the placement of the handicapped ex-service men would be greatly facilitated, on account of their larger number and dissemination, if the activities of the whole Handicap Section were transferred to the Provincial Employment Offices. It was arranged that, when the provinces agreed, efforts would be made that positions suitable to handicapped men would, as far as possible, be preferably made available to them and that the Federal Government through the Employment Service would reimburse to the Provincial Government the whole of the increased expenditures.

Up to date, the provinces of Alberta, Saskatchewan, Manitoba, Nova Scotia and Ontario, have agreed to the scheme. The Department of Labour is still carrying on negotiations with the Province of British Columbia and an agreement is expected sometime this summer. With the Province of Quebec an agreement has also been signed but the Provincial organization is not felt to be sufficiently developed for the present to substantially help in placing disabled ex-soldiers. The D.S.C.R. still keeps employment offices in Ottawa, Kingston, Toronto, Hamilton, London, Montreal, Quebec, Vancouver and Victoria.

(2) *Toronto Rehabilitation Scheme.*

On the 8th of February, 1924, a conference was held in Toronto between the Honourable the Minister of D.S.C.R. and a committee of leading business and professional men of the city of Toronto, looking towards providing a combined training and employment scheme for the rehabilitation of the partly disabled ex-service men, with a small pensionable disability and a possibly large actual disability not due to service, making them unfit, without help, to compete successfully in the open labour market.

The proposed scheme contained the following points:

1. Partially disabled ex-service men will be placed in permanent employment at a fair cost to the employer and a minimum cost to the Federal Government.

2. Partially disabled ex-service men will receive a living wage during the learning period.

3. The diligent partly disabled ex-service men will be given ample assistance to become rehabilitated, and the persistently indolent men will eventually be eliminated from this section of the labour market and from general relief.

4. All partly disabled ex-service men will eventually be given assistance to become rehabilitated without prejudicially affecting the Federal Government's interpretation of war disabilities.

5. The cost of relief for unemployed partly disabled ex-service men will eventually be reduced to a minimum.

6. The problem of unemployment may become more flexible.

This scheme was favourably received by the Government and, to give it effect, P.C. 798 of the 14th of May, 1924, was passed embodying the main features mentioned above. It provided that those in charge of the work will interview prospective employers and will arrange for the placement of men according to their ability and earning capacity. The amount earned by a man thus placed, plus pension, will be increased by the addition of a bonus to a living wage of 32½ cents per hour during a probationary period. As soon as wages and pension reach 32½ cents per hour the bonus will be discontinued, but the progress of the man will be watched until he is able to earn this amount or more without reference to his pension.

Some 29 prominent business and professional men of Toronto are formed into a general Committee of Rehabilitation in charge of the work. From this committee the government appoints a Board of Trustees of three which is put in charge of all expenditures with a provision that on a resignation, if any, from this board, the ministers are empowered to appoint a successor on recommendation of the General Committee of Rehabilitation.

All regulations and methods of procedure in connection with the operation and general working out of the proposals are left in the hands of the ministers. The D.S.C.R. is authorized to allow the expenditures necessary, such expenditures to be charged against any appropriation granted by Parliament to the department for the relief of ex-service men.

It is estimated that for a twelve month period the cost of the scheme exclusive of administration will not exceed the amount that would be required for the provision of unemployment relief, and that eventually it will result in an appreciable reduction, besides materially relieving the unemployment situation in Toronto in so far as it affects the disabled men. The cost for the first year is figured at \$300,000 out of which \$50,000 would be for administration.

The D.S.C.R. agrees to deposit the sum of \$30,000 at the beginning of the first month of operation to the credit of the Board of Trustees and to, thereafter, meet monthly the expenditures of that Board after making a complete audit as in the case of Departmental accounts.

(3) *Vocational Training.*

The subject of Vocational Training has been frequently mentioned at the Hearings but, as would be expected, it has largely become a thing of the past so far as re-establishment efforts are concerned.

The principle on which this form of assistance was taken up was that since the ex-service men had become unfitted on account of injury or disease on service to resume his pre-war occupation, and although any loss of earning capacity in the unskilled labour market was presumed to be made up to him by pension, the country considered that he should have assistance in order, if possible, to utilize the remainder of his earning power in some remunerative form of employment. The extent of the responsibility thus assumed has been, it would appear, frequently misunderstood. The intention was, not to provide sustenance for a man and his family for whatever period was necessary to retrain him as a fully qualified journeyman, but to permit him to select, or to select for him, a trade or calling in which his disability would handicap him to

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the least extent and to afford opportunity for training and instruction in this particular occupation. His earning power at first might be nil and accordingly pay and allowances were granted to ensure the comfort of himself and family. These payments were continued, not until he had been completely trained as an expert craftsman, but until such time as his progress and proficiency made his work sufficiently valuable to enable him to secure employment outside as a useful workman in the particular trade which he had selected. The length of time necessary to accomplish this varied with the trade and the aptitude of the man. Generally eight months was allowed with a minimum of three months and a maximum of twenty-two.

A most extensive scheme of training was entered upon and over 53,000 ex-service men were passed for training from the year 1917 to date. The peak of the work was reached in February 1920 at which time some 26,000 men were in training. This training was not confined to men with a pensionable disability, but many who had minor war disabilities were also extended the privilege if, in medical opinion, their condition was such as to preclude them from taking up their pre-war occupation. While the average length of the training course given was eight months, no special limit to the period of training was laid down by the regulations. The length of course depended on the requirements of the individual case, provided he was doing his full share and taking advantage of the training received.

The basis upon which pay and allowances were calculated was the number in the family. A man with a wife and three children received \$137 a month. When the time came that he was regarded as sufficiently trained to be placed on his own resources, except in the most highly skilled trades, he found, if married a sudden decrease in his income because the employer made no difference between the married and unmarried man. This, no doubt, led to disappointments and in some cases to an unfounded inference that the training must have been insufficient or badly chosen.

Up to the time when the training of the large percentage of those entitled terminated, namely in 1921, the D.S.R.C. maintained, in connection with this work a "follow-up system" for the benefit of the trainees in order to ensure that they were properly placed and to note their progress and the sufficiency of their training as demonstrated in actual work. When from this follow-up system it was found necessary to change the training, action was taken accordingly in cases where the individual himself was not at fault.

A feature which should be mentioned, and which may not be generally known, is that, even in the early days of the system, nearly fifty per cent of the training was done by placing the man in the industry itself, rather than by giving him theoretical instruction in Departmental Schools. This percentage has steadily increased from 1919 so that, at the present time, of the comparatively few who are still on training, probably ninety per cent are being trained in the actual jobs which they expect eventually to take up.

The suggestion most strongly pressed was that there should be a resurvey of all vocationally trained men and that further consideration should be given to men who had been trained in what have since turned out to be for them unsuitable occupations, and to men who had found in practical work that their training was insufficient (Calgary 237, Winnipeg 408,433, Regina 168, Toronto 857 et seq.).

The argument in support of the necessity for these remedial measures was that Vocational Training was necessarily done at high pressure, the work was new, and there must have been a certain percentage of error which only a review could correct. This seems to have been taken into account however. The report of the D.S.C.R. for the year ending December 31, 1922, (p. 21) shows that 5,500

were permitted to change their courses after the commencement of training and that 9,000 were given training for a course longer than eight months. In about 10,000 cases (exclusive of the cases in which the course was automatically extended to eight months) extension of time was granted.

Obviously the best time to consider the suitability and sufficiency of the training was during the period when it was being received, and the figures above would indicate that full consideration was given to proper claims under this head when they were presented. There may be cases which on account of exceptional circumstances were either not considered or through no fault of their own were unable to present conditions which are now apparent, but those must be the rare exception and for these, under the practice of the Department the door is not yet closed if real merit can be shown. (Winnipeg 332).

The general practice now is that training is only given to men in one of the three following classifications:—

1. Released from hospital after long period of treatment.
2. Inability to carry on in previous vocation by reason of increase of disability.
3. Inability to carry on in the occupation for which they had been previously trained on account of an increase of disability.

but as stated, in cases where there are other exceptional circumstances further consideration is still extended.

This provision for individual cases of merit should take care of the class referred to in the evidence, without the heroic measure of a general re-opening of the whole activity, in which Forty-three million dollars have already been spent for training and for pay and allowances while instruction was going on.

Many men are not working at the occupation for which they were trained but it could not otherwise under the sub-normal economic conditions which exist. It must, in the opinion of the Commission, be frankly recognized that the fact that the vocational training student was able to depend on pay and allowances for a substantial period of his transition from military to civil life was in very many cases almost as genuine a benefit as the instruction actually received. It gave him the opportunity to look round and get his bearings and at the same time had in it none of the elements of a gratuity or bonus since he was pledging his time and energy in exchange

C. METHODS ADOPTED OR PROPOSED ELSEWHERE

I. ACTIVITIES OF THE INTERNATIONAL LABOUR BUREAU OF THE LEAGUE OF NATIONS

The representatives of the principal National Federations of disabled ex-service men in Great Britain, France, Italy, Poland, Germany and Austria, at a meeting at Geneva in September 1921, requested the International Labour Office of the League of Nations to undertake the study of questions relating amongst others to international protection for disabled men and their re-absorption into industry. The Governing Body of the International Labour Office decided, in April 1923, to give an affirmative reply to the above request and authorized the office to consult and to summon a meeting of experts on the problem of finding employment for disabled men.

On July 31, 1923, the experts met at the International Labour Office of the League of Nations at Geneva under the chairmanship of Mr. Albert Thomas, director of the International Labour Office with Mr. Tixier, chief of the Disablement Service acting as secretary. The following countries were represented: Australia, Austria, Belgium, Canada, Czecho-Slovakia, France, Germany,

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Great Britain, Italy, New Zealand, Poland, South Africa. From the British Empire, Australia was represented by Mr. Loftus Hill, Member of the Federal Executive of the Returned Sailors' and Soldiers' Imperial League of Australia; Canada by Mr. R. B. Maxwell, former President of the Great War Veterans' Association of Canada; Great Britain by Mr. J. R. J. Passmore, Training Department, Ministry of Labour, and Lt.-Col. G. Crossfield, Vice-Chairman of the British Legion; New Zealand by General Sir A. H. Russell, President of the New Zealand Returned Soldiers' Association, and South Africa by Brig. General J. S. Wylie, South African Branch of the British Empire Service League. The Permanent Inter-Allied Committee for the study of questions concerning war disabled men was represented by its General Secretary. Others were also present in an advisory capacity.

The experts considered that the question of the employment of disabled men is governed by two essential considerations:

1. Work is an absolute necessity to the majority of disabled men;
2. Although disabled men are obliged to support themselves by their earnings, they are ill-equipped to compete on the open labour market: They cannot hope to succeed against uninjured workers, especially if their working capacity is largely reduced by their disability. Employers are more willing to engage an uninjured worker upon whose output they can rely than a disabled man whose efficiency is presumed to have been more or less reduced and who appears to be more specially liable to the danger of accidents which may have special serious consequences in view of the disability which already exists. Again, the disabled worker sometimes encounters difficulties in his relations with the other workers who feel some apprehension lest the disabled man who is in receipt of a pension should accept work at less than the trade union rate and should thus contribute to the lowering of wages.

In consequence of these difficulties, the disabled men find it hard to obtain employment and are more seriously affected by periods of unemployment than are other workers.

The worldwide problem of re-absorbing disabled men into industry was rendered still more perplexing by the initial errors which were committed and by the general economic crisis. During the war and the months which immediately followed, business was extraordinarily active, and all workers could easily find employment, even those whose output was below normal. These workers were found employment but they were not re-absorbed. As soon as the first signs of the economic crisis appeared those undertakings which were compelled to discharge some of their workers naturally kept the most skilled and thus the majority of disabled men who had taken posts as unskilled workers, were thrown on the labour market. Another error was the failure to recognize the value of vocational training and the supply of suitable limbs and instruments for working. Until the end of the war, it was generally considered that the majority of seriously disabled men could not be made capable of performing any appreciable amount of work and that it was the duty of the State to provide for their maintenance. It has now been proved, however, that owing to the technical and scientific progress which has been made in supplying suitable instruments for work and in organizing vocational training on systematic lines, nearly all disabled men, even if they have suffered very serious mutilation, can work nearly as efficiently as uninjured workers provided they have been suitably guided in the choice of an occupation. When the disabled men found that it was very difficult to obtain work they naturally turned in the first place to the State, in whose services they had received their wounds or contracted their illness. All the belligerent countries laid down by legislation or by regulation that disabled ex-service men were to have preference in obtaining posts in the

public services. The right of preference is organized in widely divergent ways in the various countries. This, though, was found as only a part of the solution of the problem, as vacancies were not nearly sufficient to provide for all the applicants and employment had to be found in private undertakings as well.

In the latter case, two widely different methods were adopted, the first based on the collaboration of the employers, and the other on the adoption of legislation making it compulsory to engage a certain percentage of disabled men. Great Britain adopted the former (voluntary) scheme, nearly all the other countries adopting the latter (compulsory) scheme.

II. VOLUNTARY SYSTEM—BRITISH NATIONAL SCHEME—KING'S HONOUR ROLL

This form of providing for the employment of disabled men by appeal to the voluntary co-operation of the employers is known in Great Britain as the "National Scheme" or "King's Honour Roll" and was initiated in September 1919.

The object of the scheme is to insure the permanent absorption of disabled men into industry as well as their equitable distribution among the several branches of industry.

The beneficiaries under the scheme are disabled ex-service men only, who are meant to be:

(a) Any man who is in possession of a disability pension, or who has been in receipt of a disability pension while in his present employment but has ceased to receive such a pension while in that employment.

(b) Any man who has received from the Ministry of Pensions a gratuity for a minor disablement or aggravation of a complaint and who is adjudged by the local committee to be incapacitated, either wholly or in part, from following his normal occupation.

(c) Any man who has had a disability pension commuted by the Ministry of Pensions.

All private employers and all public authorities national and local are invited to co-operate in the National Scheme. All employers are asked to employ as many disabled ex-service men as possible, with a minimum percentage of all employed to be fixed by agreement, but normally 5 per cent. It was realized, however, that a lower percentage might be regarded as sufficient in certain cases, as example in industries in which the work is arduous or of a kind on which a substantial proportion of female labour is normally employed. This general percentage of 5 was fixed by taking into consideration the total number of disabled men to whom the scheme applied, compared with the total number of wage earners in the country.

In the case of a firm owning branch establishments or controlling subsidiary firms, it is preferred that a comprehensive undertaking be given by the head office covering the total employees involved. For this purpose the percentage of disabled ex-service men is based upon the number of employees taken as a whole, it being not essential that each branch or subsidiary firm should employ that percentage. The negotiations are carried out by the local Committee in whose area the head office is situated. An employer is allowed to count toward his quota of disabled ex-service men, any disabled ex-service men training in his establishment and any vacancies as to which he gives the Minister of Labour a definite guarantee that they will be filled by disabled ex-service men trained elsewhere.

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The wages are governed either by agreements between the employers and the National Trade Advisory Committees set up by the Ministry of Labour, or through arrangements in trades where a mode of settling questions of wages is in operation. In other trades, except in cases where his earning capacity is very considerably reduced, the disabled man as a rule has a right to the average district rate of wages. The disability pension is not taken into account in computing the disabled man's rate of wage.

This National Scheme is administered by the Ministry of Labour through the King's Roll Committee or local Employment Committees, to which applications to enroll are submitted. If the local committee recommends the acceptance of the application and the Department agrees, the Minister of Labour issues a certificate to the employer and the employer's name is entered upon the King's National Roll. Employers who agree to co-operate in the National Scheme sign an undertaking in a form drawn up by the Ministry of Labour. The latter issues to the employer a certificate recognizing the undertaking given, and the name of the employer is inscribed on the King's National Roll, which is kept at the Ministry of Labour. When an employer has thus given an undertaking, he is entitled to use on his business stationery a Special Official device, "the Seal of Honour," indicating that he is a participant in the National Scheme for the employment of disabled ex-service men. The Certificate is issued on the understanding that the holder will be prepared at any time to satisfy the Minister of Labour that he is conforming to the undertaking. The Minister of Labour may withdraw the certificate and use of the die at any time if he is not satisfied that the terms of the undertaking are observed. When an undertaking under the Scheme has been in existence for a period of twelve months, it is renewable for a further period of two years.

The Roll contains the names of His Majesty the King, Her Majesty Queen Alexandra, His Majesty's Treasury on behalf of all Government Departments and Government industrial establishments, leading County, Municipal and other local authorities, and most of the largest industrial and commercial undertakings in the Country.

Since June, 1921, Government Contracts are limited, except in very exceptional circumstances, to firms which are on the King's Roll. A number of local authorities have followed the Government's example and have adopted resolutions restricting the allocation of contracts to firms on the Roll.

The National Scheme was put into execution at the end of 1919, with the result that from 1920 to June, 1923, the number of firms enrolled varied from 20,000 to over 30,000 and the number of disabled men employed reached 367,521 with a maximum in early 1922 and a tendency to decrease since. From October 1922 to July 1923 the number of employed remained fairly constant in the neighbourhood of 300,000.

In August 1922, it was estimated that the number of unemployed disabled men in Britain was still between 70,000 and 100,000 and the British Legion, by far the largest ex-service men's Association in Great Britain, claimed that the appeal to the voluntary co-operation of employers under the National Scheme had failed. In May, 1923, the Legion in Annual Conference adopted a resolution calling upon the Government to bring forward a Bill embodying the principle of compulsion in order to secure employment for all disabled men out of work. The House of Commons set up a Select Committee,—

"to examine and report upon the systems adopted in other Countries to provide for the employment of disabled ex-service men and to recommend a system which men who have suffered disablement in the service of the Country may be secured employment."

After many meetings, the Committee found that the voluntary system was failing and that it was necessary either to await a revival of trade or to constitute the voluntary system on a different basis or to adopt compulsion. It recommended amongst other measures:—

“1. That a further effort should be made to obtain employment for disabled men on a voluntary basis by partially recasting the existing voluntary system.

“2. That the principle to be adopted should be that of decentralization and devolution of duties and responsibilities to local bodies, with local knowledge and local enthusiasm, whose services in general should be honorary.

.....
 “7. That a Central Statutory Body, a King’s Roll National Council should be set up to control generally, supervise and co-ordinate the activities of the County and County Borough Committees, and that it should be composed of representatives of both Houses of Parliament, of all Government Departments concerned, of employers, Trades Unions, and ex-service men’s organizations. This body should work under the aegis of and derive its power from the Ministry of Labour, which would be responsible for the provision and regulation of public funds.

“8. That the problem of the severely disabled ex-service men should be dealt with by the King’s Roll County and County Borough Committeesby the encouragement of voluntary institutions and home industries with limited State assistance.....

Its general conclusions were:—

“So urgent is the problem that the Committee recommend that their proposals should be carried into effect forthwith, and the necessary legislation passed during the autumn session. But should the figures show that the problem has not, by the first of May, 1923, been successfully dealt with on the lines proposed, recourse should then be had to a form of compulsion modified in character and scope as circumstances may dictate”.

The giving affect to a majority of the above recommendations improved the situation to some extent. The National Council, instituted in February 1923, reported in June following that the system of decentralizing voluntary effort for the benefit of disabled men, and of interesting the local authorities in the matter, is the right one. The essential principle of its work was to appeal to local enthusiasm, to the local personal interest of the employers and to the spirit of local competition. The Council concluded:

“that if the winter does not bring another unemployment crisis and if local enthusiasm was kept up, it will be possible with the assistance of the local committees and the press to improve the facilities for the employment of disabled men without having recourse to compulsion”.

That the National Scheme as far as it went has been useful, there can be no doubt, but that it has permanently solved the problem of providing employment for an adequate number of disabled ex-service men, is still at least very doubtful as seems proven by the fact that, in June 1923, a Bill for the Compulsory employment of disabled ex-service men was introduced in the British House of Commons by a private member but later withdrawn and that, in May 1924, a second bill

“to compel all employers to employ a certain percentage of disabled ex-service men, the employers to be given two years to adjust their establishments to the new requirements.”

was introduced in the same House, and although not disposed of to date had, at last reports, been unanimously given a second reading.

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III. COMPULSORY EMPLOYMENT OF DISABLED EX-SERVICE MEN

In France, Germany, Austria, Poland, Italy and the Kingdom of the Serbs, Croats and Slovenes, legislation has been adopted with a view to making it compulsory for employers to engage a certain percentage of disabled men. In Hungary the Government has included a clause relating to compulsory employment in a bill concerning assistance for disabled men. In Czecho-Slovakia the Ministry of Social Affairs has drafted a bill of the same character.

The arguments brought forward in these countries in favour of the system of compulsory employment may be summarized as follows:—

“Disabled men are entitled to compensation for the disadvantage under which they are placed owing to their disabilities or ailments contracted in the service of the nation. The right to work is only one form of the general right to compensation. The realization of this right to work cannot be obtained without legal intervention because disabled men are placed in an altogether disadvantageous position by the free play of the forces of supply and demand of a general labour market”.

The system of voluntary collaboration of employers does not secure the permanent absorption of all disabled men. On the one hand, it is very difficult for the seriously disabled to find employment, and a number of them remain out of work. On the other hand, the periodical renewal of the undertakings entered into by employers, undertakings which may moreover be cancelled at any time, do not offer disabled men guarantees of the security and stability which they need and to which they are entitled.

The system of compulsory employment alone can secure the fair distribution of disabled labour among employers. Further, compulsory employment, by imposing on employers a definite and lasting obligation, leads them to investigate the possibilities of adapting their equipment and of placing disabled men in posts in which their output is likely to be normal or almost normal.

1. *Persons covered by Legislation,*

In Germany, the legislation applies to ex-service men as well as to persons disabled in industrial accidents and other disabled persons, whatever the origin of their infirmity. In Austria, the legislation applies to seriously disabled ex-service men and to a few limited categories of persons seriously injured in industrial accidents. In Poland and Italy, the legislation applies exclusively to seriously disabled ex-service men. In France, the bill adopted by the Chamber of Deputies grants the right to compulsory employment to members of the Land and Sea Forces who hold a final or temporary pension.

2. *Scope of Application of Legislation and Regulations and Percentage of Disabled Men to be Employed.*

(a) In Germany the compulsion applies both to private undertakings and to public departments whether Federal, State or Municipal, and it covers agricultural as well as industrial and commercial undertakings. In practice, the obligation has only been applied to public services employing at least 25 manual and non-manual workers and private undertakings employing at least 20 workers. The proportion of disabled men which must be employed is normally 2 per cent.

(b) In Austria, the legislation applies to industrial undertakings of all kinds, mining, agricultural and forestry, and in general, all undertakings carried on for the purpose of gain, and employing not less than 20 workers. The number of disabled men to be employed in each undertaking averages 4 per cent of the total staff.

(c) In Poland, the legislation applies to agricultural, commercial, industrial and transport undertakings employing not less than 50 manual or non-manual workers. The compulsion averages 2 per cent.

(d) In Italy, the legislation applies to public services and private undertakings, of whatever nature, employing more than 10 male paid workers, and the average compulsion is 5 per cent.

(e) In France, the legislation applies to all industrial and commercial undertakings employing during the current part of the year more than 10 paid workers of either sex over 18 years of age, whether of French or other nationality, and all agricultural undertakings which similarly employ more than 15 paid workers. The general proportion of compulsion is 10 per cent.

3. *Administrative Organization.*

In practically all cases the administering organizations for the finding of employment, in the above-mentioned countries, is through public or provincial employment exchange and in certain cases through special employment agencies attached to central offices.

4. *Conditions of work.*

The conditions of work including wages and periods of notice for dismissal, are variable in the different countries, but, generally speaking, the wages are fixed without taking the pension into consideration. In many instances the disabled man whose output is normal must receive the normal wage of his category and in many cases special regulations apply as to period of notice, two to four weeks being necessary before dismissal.

5. *Bodies responsible for application and supervision, appeals, penalties, fees and other compensatory taxes.*

Equally provisions vary considerably on these matters. The Ministry of Labour is generally the body responsible for the application of the Act. Appeals as to wages are in some instances decided by the ordinary courts. The penalties vary from, in France, 3 francs per working day per disabled man not employed to, in Poland, 1,000,000 marks or not less than six week's detention. The fees and compensatory taxes in certain cases, as in Poland, apply to all; in Austria, to those exempt from the application of the Act; and in Germany, Italy and France these fees and taxes do not apply to those totally or partially exempt.

IV. FUNDAMENTAL PRINCIPLES

As the foregoing situations in different countries were being placed before and explained to the experts in Assembly, they were asked to summarize fundamental principles and formulate conclusions which might serve as the ground work for a satisfactory organization for the employment of the disabled. The points to be considered were:—

“1. *In defining the persons entitled to compulsory employment:*

“(a) Should legislation be of a temporary character and apply exclusively to ex-service men, or should it be of a permanent character and apply to persons disabled in industrial accidents and all disabled persons?

“(b) Should legislation apply to all disabled persons or only to certain categories, and, if so, what are the principles according to which the categories should be determined?

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"2. *Relative to problems connected with the scope of application of legislation and the fixing of the percentage of disabled men to be compulsorily employed:*

"(c) Should compulsory employment apply to all undertakings or to certain categories only?

"(d) In the latter case, in what manner should the undertakings exempted from the obligation be defined? Should exemptions be allowed to undertakings in which, owing to their nature, it is difficult to employ disabled men? Should the obligation apply to small undertakings, and is it desirable to fix a minimum number of workers below which the obligation does not apply?

"(e) Should the undertakings exempted from compulsory employment be required to pay fees or compensatory taxes? If so, on what principles should such fees or taxes be calculated?

"(f) Should legislation fix a general percentage applicable to all undertakings, or should a special percentage for each category of undertakings be fixed by decree or administrative regulation.

"(g) If a general percentage is fixed, on what basis should it be calculated?

"(h) In what manner should the special percentage for each category of undertakings be fixed, and on what basis? Have any trustworthy technical investigations been made into the percentage of disabled men which can be employed by the various categories of undertakings without injuring their efficiency?

"3. *Relative to the administrative organization for finding employment for disabled men:*

"(i) Should it be entrusted to the public employment exchange responsible for finding employment for ordinary workers, or to special organizations attached to the offices, dealing with questions especially affecting the disabled?

"(j) Should it be made legally compulsory for employers to notify the employment exchanges of vacancies which have to be allocated to disabled men?

"(k) Should any period be fixed within which the vacancies must be notified to the employment exchanges?

"(l) Should any period be fixed within which the employment exchanges must submit candidates to fill the vacancies notified to them and after which employers become free to engage disabled or other workers?

"(m) Should it be made compulsory for employers to have recourse to the employment exchanges to obtain the statutory number of disabled workers or should they remain free to engage such disabled workers (1) before notifying the employment exchanges of the vacancies (2) before and after notifying the employment exchanges of the vacancies.

"4. *As to the protective measures relating to the wages and discharge of disabled men:*

"(n) Is it desirable to adopt legislation regulating the wages of disabled men?

"(o) Should employers be forbidden to take disabled man's pension into account in fixing his wages?

“(p) Should the wages of the disabled man be fixed without regard to his vocational capacity, or should a certain relation be established between the wages paid and the vocational capacity, and, if so, what should the relation be?”

“(q) Should legislation be adopted laying down special regulations for the discharge of disabled men, and if so, what special measure for the protection of disabled men are necessary?”

“5. *Finally, as to the Application and supervision of the legislation, Appeals Penalties and Fees or Compensatory Taxes:*

“(r) Is it desirable to set up special organizations for the application and supervision of the finding of employment for disabled men, or is it desirable to make use either of disabled men's committees, or of the officers responsible for the welfare of disabled men, or of the administrative organizations responsible for supervising the application of the legislation and regulations relating to labour in general?”

“(s) Is it desirable to set up special courts to deal with disputes arising out of the employment of disabled men, or should such disputes be submitted to existing courts (civil, commercial and industrial courts, etc.)?”

“(t) Should undertakings which are not subject to the obligation of employing disabled men be required to pay a fee or compensatory tax?”

The experts carefully considered all the above questions, and after six sittings and much discussion, came to the following general conclusions:

A. *Fundamental Principles:*

“1. In the firm conviction that the nations are unanimous in desiring that the men who have suffered in their service should enjoy the facilities for obtaining an adequate and steady means of livelihood which they would have had if they had not been disabled, independently of the pension which they receive, by their own productive work, and further that in view of the immense amount of wealth consumed by the war, it is in the interest of society that all makes of production should be fully utilized by a rational organization, and that in consequence disabled men should be enabled to work to the fullest extent of their capacity.

“The experts are definitely of the opinion that *it is pre-eminently the duty of the State to assume complete responsibility for the means of livelihood and welfare of those disabled during the war*, and are further of the opinion that such responsibility may be discharged by introducing legislation and otherwise devising means whereby disabled men shall be enabled to find employment and to contribute to the fullest extent of their capacity towards national production.

“2. While agreeing that during the years immediately following the war a system of employment based upon the voluntary collaboration of employers by means of renewable agreements has yielded, and may still yield important results, the experts consider that in densely populated countries with a large proportion of disabled men this system cannot ensure an equitable distribution of disabled labour among employers, and does not furnish to the disabled the necessary permanent guarantees of employment in the future to which they are entitled. They declare that in order to insure definitely and finally the permanent employment of the disabled man, it is absolutely necessary to have recourse to the

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legal obligation of employment, taking into account the varying conditions of labour prevailing in different countries, and call the attention of the governments to the fact that neither such a system of legal obligation nor the system of voluntary collaboration will adequately provide for the care of disabled men in their old age and consider that it is primarily the duty of the State to take the necessary steps for attaining this object.

"B. Essential Provisions to be Included in all Legislation, Regulations or Agreements relating to finding employment for disabled men:

"1. Persons entitled to benefit:

"(a) All legislation, regulations or agreements should be applicable to all disabled men in receipt of pensions whatever methods of compensation are adopted by the Pensions Legislation;

"(b) All legislation, regulations or agreements should be of a permanent character;

"(c) The experience acquired in safeguarding the employment of the war-disabled could appropriately be applied for the benefit of disabled workers and other disabled persons.

"2. Undertakings covered by Legislation, Regulations or Agreements:

"(a) All legislation, regulations or agreements should be applicable to all undertakings in which the minimum number of workers employed reaches or exceeds a certain figure to be fixed in each State;

"(b) Undertakings subject to such legislation, regulations or agreements by virtue of the number of persons employed therein should, however, be able on application to obtain exemptions when it is proved that the employment of disabled men in such undertakings is impossible or particularly difficult. Such exemptions should be granted by authorities entrusted with the application of such legislation, regulations or agreements, in which the associations comprising disabled men and the trade organizations affected should be represented;

"(c) Undertakings subject to such legislation, regulations, or agreements which obtain exemptions should be liable to the payment of a compensatory tax or charge, the produce of which should be applied for the benefit of the persons entitled to the benefit of such legislation, regulations, or agreements.

"3. Percentage of disabled men to be employed:

"(a) All such legislations, regulations or agreements should fix a general percentage of disabled men to be employed. Such percentage should, in each State, be calculated having regard to the total number of wage earners, the number of disabled men entitled to benefit and the variations from the general percentage which it may be necessary to allow to certain undertakings or certain classes of undertakings;

"(b) Variations from the general percentage should be allowed to undertakings applying for the same, when it is proved that it is impossible or very difficult for them to attain the general percentage. Such variations should be granted by the authorities entrusted with the application of such legislation, regulations or agreements, in which the associations comprising disabled men and the trade organizations concerned should be represented.

"4. Administrative organization of employment agencies:

"(a) In Countries which, in conformity with the decisions of the International Labour Conference at Washington, have established a

general and complete system of public employment agencies, under the control of a central authority, with provision for the joint consultation of employers and workers, it would be desirable to entrust the application of such legislation, regulations and agreements to such public employment agencies;

“(b) Such public employment agencies should, wherever necessary and particularly in the larger towns, establish special sections for finding employment for disabled men. Such sections should act in close co-operation with any Government Department dealing with disabled men and with the Associations comprising disabled men;

“(c) The Committees administering the public employment agencies should include representatives of any Government Department dealing with disabled men and of the Associations comprising disabled men, who should be directly entrusted with application of the legislation, regulations or agreements relating to the employment of disabled men;

“(d) The action of the public employment agencies should be supplemented, wherever it is considered necessary, by the action of any Government Department dealing with disabled men and of the associations comprising disabled men;

“(e) In States possessing both a system of public employment agencies and a general system of social welfare institutions for the benefit of all classes of disabled persons, whatever be the origin of their disability, such institutions which possess great experience of the medical and vocational aspects of the problem of the disabled, might be entrusted with finding employment for disabled men. Such institutions should, in the matter of finding employment, act in close collaboration with the public employment agencies.

“5. *Wages of disabled men:*

“(a) The amount of the pension of a disabled man should not have any effect on wages, but wages should be fixed independently of the pension;

“(b) In principle, the wages of a disabled man should be equal to the normal current wages of ordinary workers carrying on the same vocation in the same district, and should be subject to the additions of every kind payable to ordinary workers according to the same methods of calculation. Nevertheless, in Countries in which, owing to the economic situation, the employment of all disabled men on full wages is not possible, and in very exceptional cases in which, notwithstanding the efforts made to secure adequate vocational re-education and vocational guidance, the vocational capacity of the disabled remains appreciably reduced, it is admissible that such disabled men should not receive the whole of the basic wages of ordinary workers, but subject to the following reservations:

“(aa) Such reduction shall not apply to cost of living bonuses and increments on grounds of seniority, or to any payment based on other considerations than output. (bb) The conditions in which and the limits within which such reductions of wages may be allowed shall in each State, be the subject of provisions contained in legislation, regulations, and agreements, and agreements of service, involving such reductions shall be subject to approval by authorities including representatives of the associations comprising disabled men and the trade organizations concerned; (cc) The associations comprising disabled men shall be empowered to take legal proceedings for enforcing the penalties and

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damages imposed by the general labour legislation and the legislation, regulations or agreements especially applicable to the employment of disabled men.

“ 6. *Dismissal:*

“ In all such legislation, regulations and agreements, disabled men shall be especially protected against wrongful dismissal, both by the provision of a period of notice and by providing for the submission of disputes between a disabled man and his employer to one of the authorities entrusted with the application of such legislation, regulations or agreements in which the associations comprising disabled men and the trade organizations concerned shall be represented”.

D. THE EXTENT OF THE PROBLEM IN CANADA

The number of disabled ex-service men unemployed to-day in Canada cannot be much better than guessed at.

It was stated in the evidence (Toronto p. 1422) that a survey was made in early 1922 of the unemployment conditions in the Province of Ontario and statistics were obtained from 15 cities (outside of Toronto and Ottawa) in which the Provincial Government operated Employment Bureaux. The survey showed that in the above cities, out of the total unemployed, from 58 per cent to 80 per cent were ex-service men.

It is further stated (1423) that from a report submitted to the Federal Government from 6,000 firms, representing 743,128 men, 156,000 less men were employed at the beginning of 1922 than during the standard year 1920. Out of these, 101,400 or 65 per cent would have been returned men; or, in other words, while unemployment amongst the civil population only represented $2\frac{1}{2}$ per cent, amongst ex-soldiers it represented 20 per cent.

This high percentage of ex-service men unemployed may be partially explained by the fact that the Government Relief payments being then made, might have induced employers, who were reducing their staffs, to start by dismissing ex-service men, knowing that they would be helped anyway. (1422).

In reply to a questionnaire, the various Superintendents of the Employment Bureaux of Ontario supplied the information that in 1922, while the Civil Unemployment had been practically absorbed in industry, the percentage of unemployed ex-service men remained stationary. In April, 1923, it was reported (1433) that the total number of ex-service men, heads of families, assisted by the City of Toronto through the House of Industry was 2,104 from April, 1921, to April, 1922, and 2,137 or an increase of 2 per cent during the following year, whilst during the same period the Civilian Relief had decreased 35 per cent. Reports of the Dominion Bureau of Statistics would show that taking January, 1920, as normal, employment in March, 1921, was 12 per cent, in March, 1922, 18 per cent, in March, 1923, and January, 1924, 10 per cent below normal. In Toronto, statistics showed March, 1921, as 18 per cent, 1922, $11\frac{1}{2}$ per cent and 1923, 14.3 per cent below normal.

On the other hand, the number of disabled ex-service men who had applied to the D.S.C.R. and who were classed pending placement on February 2nd, 1924, was 2,841, distributed as follows: Halifax, 53; St. John, 12; Montreal, 779; Quebec, 38; Ottawa, 177; Kingston, 35; Toronto, 948; Hamilton, 169; London, 40; Winnipeg, 232; Regina, 34; Calgary, 33; Vancouver and Victoria, 291.

The figures of the above distribution are an absolute minimum, as a probably large number of unemployed disabled ex-service men in addition, possibly over 3,000, had not at that date, applied to the D.S.C.R. offices for employment.

This last estimation is based on the fact that the Department of Labour, as in February, 1923, from returns submitted by 5,768 firms employing 729,950 persons, estimates that 11.3 per cent of the labour market in Canada is unemployed. The total number of living disabled pensioners of all classes as at December 31st, 1923, is 43,289. The number of pensioners who accepted final payment is 24,618 but it is estimated that 500 have since died and 1,200 have been reinstated, leaving a total number of men who have received final payment 22,518. 2,888 disability pensioners reside in the British Isles and 3,864 in the United States. Of those who received final payment 3,680 reside out of Canada. The total number of disability pensioners and final payment pensioners still living in Canada may be thus estimated at 55,375, 11 per cent of which would represent over 6,000 disabled unemployed.

Notwithstanding the Toronto figures first mentioned, it may be fair to assume that the percentage of unemployed disabled ex-service men is probably lower than that of the general labour market in view of the preference given in the Civil Service, but, on the other hand, it must not be lost sight of that many disabled men with relatively low pensions are classified as employed although possibly deriving a very small and inadequate remuneration for their services, and should better opportunities for them be offered, they would undoubtedly become candidates for more remunerative employment. It is equally fair to call attention to the fact that the number of unemployed increases gradually yearly, during December, with signs of improvement only with the start of building operations in April.

E. SUGGESTIONS CONCERNING THE PRINCIPLE TO BE FOLLOWED AND THE NATURE OF POSSIBLE FURTHER EFFORT.

I. PRINCIPLE TO BE FOLLOWED

The Commission has hereinbefore collected expressions which might be taken to indicate the extent of the State's responsibility for the employment of the man who is partially incapacitated by war service. To determine the principle which is to govern is extremely important. The Commission has not found any absolutely clear and distinct pronouncement in Canada, but the efforts which have been made to assist in the employment of the partially disabled by Vetscraft and Red Cross workshops and by Vocational Training recognize the moral, if not the legal responsibility of the State to provide facilities for utilizing the residuum of earning power even though compensation is made, by pension, for the loss of earning power which service has caused. The Parliamentary Committee of 1922 called attention to the distinction between the legal responsibility for pension and the much more indirect obligation to provide employment, but the report of that committee (p. xiv) seems to concede the latter liability, at least by implication. It says:—

“Your Committee expresses the opinion that while it might be justly argued that the State has no direct responsibility beyond the payment of pension as awarded the subject is *better treated from a more broad viewpoint* but it should be understood that those seeking or participating in the advantages herein expressed should be responsible on their own efforts and not be in receipt of pay and allowances”.

The 1921 Parliamentary Committee in considering the necessity for sheltered workshops says (p. xix):—

“It should also be borne in mind that for a considerable number of years, men who are now in employment will be unable through their dis-

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abilities to continue in competition with fit men, in the ordinary labour market, and *many need a period of sheltered employment before being able to go back to outside work*".

Further down in the same Report the Committee definitely adds:—

"Your Committee has given careful consideration to resolutions forwarded in connection with this subject, and is of the opinion that the need for sheltered employment has been established. Your Committee, therefore, goes on record as being in agreement in principle with the requests submitted by the G.W.V.A., the G.A.U.V., and the Victoria Branch of the Canadian Red Cross".

The conclusions of the experts, consulted by the International Labour Office of the League of Nations, quoted previously in this Report, very clearly and definitely state the liability which they consider the State should accept, as follows:—

"The experts are definitely of the opinion that it is pre-eminently the duty of the State to assume complete responsibility for the means of livelihood and welfare of those disabled during the war, and are further of the opinion that such responsibility may be discharged by introducing legislation and otherwise devising means whereby disabled men shall be enabled to find employment and to contribute to the fullest extent of their capacity towards national production."

But this general principle is somewhat modified in considering:—

"Countries in which, owing to the economic situation, the employment of all disabled men on full wages is not possible. . . ."

The claim which was made at Montreal (222) on behalf of ex-service men was stated as follows:—

"My conception of it is whatever the man's disability is, and he cannot get a job on the labour market, he should be given employment by the Government under Government supervision. If he has a 40 per cent disability, the Government should find him employment so that he may earn the other sixty per cent".

And again (547):—

"It is up to the Government to look after him in some way or other. If he does not get a pension sufficient to keep him and his family, there is no doubt that he should be given sheltered employment so as to make up the difference between the pension he is getting or should get. . . .and enough to keep his wife and family".

(See also Calgary 236-8, Winnipeg 153, Toronto 858, 919, Vancouver 248).

The Commission considers that these claims are too broad. An enunciation of an equitable principle to govern these cases would be, in the opinion of the Commission, that where ex-soldiers, receiving over 20 per cent pension are, after reasonable and diligent efforts, unable to secure employment, the State is not absolved from liability until employment opportunity in proportion to that enjoyed by the normal man for his 100 per cent capacity is provided for whatever substantial remnant of working capacity the pensioner may have.

II. SUGGESTED POSSIBLE EXTENSIONS OF PRESENT METHODS OF ASSISTANCE

(1) *As to Government Undertakings:*

(a) *Civil Service Preference.*—The Commission has already referred to the large percentage of positions given ex-service men under the provision for them in the Civil Service Act and has called attention to the percentage of disabled

men who have received the benefit of the super-preference provided for this class. As has been stated, a large number of positions in the outside service were by P.C. 1053 exempt from the jurisdiction of the Civil Service Commission and placed entirely under departmental control. As to these, it is definitely laid down that the preferences prescribed by the Civil Service Act are to be observed. The transference, therefore, would not deprive soldier applicants for these positions of the priority previously enjoyed. Reference has been made to the claim that this special treatment has only been accorded to a comparatively limited degree.

The suggestion was made (Winnipeg 314) that there should be less stringency in examinations for ex-service men in connection with non-technical positions. The Commission can only assume that the examinations for these positions are not more strict than the qualifications for the position demand and, if that is so, the fact that the ex-service man who passes an examination is placed above all the other applicants no matter what his standing in the examination may be, ensures to him, from the examination standpoint, as much preference as can be reasonably expected.

(b) *Other Suggestions as to Government Employment.*—On this point a great variety of proposals were brought forward ranging all the way from the proposal that Government contracts should not be awarded except to contractors who employed a certain percentage of disabled men, to a suggestion that 10 per cent of ex-service men should be employed in all Government offices and that dismissals of men who had not served be made so far as necessary to create the requisite vacancies. The Commission summarizes herewith the references to some of the suggestions received:—

That there be a pool of all ex-service men in the Civil Service (Toronto 1819).

That war service be considered in fixing seniority (Montreal 600).

The more general employment on the Canadian National Railways of disabled ex-service men (Winnipeg 781).

The transference of Rural Postmasterships to the jurisdiction of the Civil Service Commission (Regina 92).

The amputations representatives, in discussing employment, very fairly put the problem not only of their group but of all the partially disabled. Their summary of suggestions as to employment was equally applicable to all handicapped men.

They did not attempt to advocate any new system or any radical change in existing facilities. They concentrated on the necessity for activating and improving principles already accepted, such as Government and Civil Service preference, training for departmental positions, and further efforts towards absorption of these men into industrial enterprises. Three other matters were mentioned by them:—

(a) The precarious position of ex-service (as well as other) employees of the Soldier Settlement Board, D.S.C.R. and Income Tax office under P.C. 2958, which excludes them from the list of employees occupying what are regarded as permanent positions (Toronto 1271).

(b) Compulsory employment of a certain percentage of disabled men on all State contracts (Toronto 1294).

(c) Representation of Amputations on the Civil Service Commission organization (1277).

The Commission can only make the foregoing proposals, suggestions and representations matters of record for the consideration of the authorities concerned. It is convinced that every reasonable effort is made by the D.S.C.R.

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to forward the claims for employment of partially disabled men and any improvement along almost any of the lines indicated in these proposals must come primarily through negotiation rather than by legislative enactment.

The Commission does, however, consider that further efforts are warranted to improve the position of ex-service employees of the Soldier Settlement Board, D.S.C.R. and Income Tax Office with a view to having a certain length of service together with a certificate of efficiency taken as entitling them to special consideration for employment without examination, in other branches of the service. The Commission is also of the opinion that there must be opportunities for absorbing more disabled men in the organization of the Canadian National Railways where the variety of occupations permit the useful employment of almost every class of handicapped man.

Regarding the proposal by the Amputations Association for representation on the Civil Service Commission organization, the Commission is of the opinion that, while this cannot be applicable to any one group, there is good ground for direct representation there of ex-service men as a class, in view of the fact that that organization is the agency through which Parliament has provided the machinery to make effective the cardinal principle of the priority of ex-service men.

(c) *Sheltered Employment.*—The system of sheltered workshops now in operation in Canada has already been described. The extension of sheltered employment establishment and facilities was urged with a great deal of force, particularly at Vancouver (264-5 et seq), where it was discussed with considerable detail. It was advocated that there be some Central Federal Service for purchasing and marketing the products of sheltered workshops and that a Central Research section be created analogous to the Rural Industrial Intelligence Bureau affiliated with the Development Commission in England, for the purpose of making investigations regarding the economic possibilities of establishing new industries, studying market intelligence, technical matters including designing processes, the possibilities of manufacturing goods now largely imported, and generally gathering information which would be of value in connection with these industries. Such a Bureau, it was suggested, might form part and make use of the present machinery and organization of the Department of Trade and Commerce. The establishment of any Central Agency will not, however, lessen the desirability of fostering special industries not hitherto carried on in the locality concerned in order to eliminate as far as possible the objection to Government assistance of workshops in competition with private undertakings.

The Commission is convinced that the most satisfactory method of operating workshops for the employment of partially disabled men is through civilian agencies such as the Red Cross, and its opinion is that active steps should be taken for the completion of the chain of Red Cross workshops across Canada including the provinces where workshops entirely under Departmental operation now exist. The Report of the 1921 Parliamentary Committee previously referred to, points out very definitely the need for facilities for sheltered employment which these workshops fill.

(2) *Civilian Industrial Undertakings*

(a) *Employment Office Service.*—Frequent suggestions were made that there should be close liaison between the D.S.C.R. and the local employment bureaux to ensure that ex-service men were being given first consideration through those agencies. The Commission has no reason to doubt that close touch is kept in this respect although the official connection is necessarily indirect on account of the fact that the D.S.C.R. is not a party to the agree-

ments respecting the operation of employment offices entered into between the Department of Labour and the Provincial Authorities. The Commission is of the opinion that Provincial Employment offices should be asked to keep a record and make a return periodically of the number of ex-servicemen, disabled and otherwise, who apply for or are placed in employment. It was stated (Ottawa 252) that such record was abandoned with the idea that the knowledge that the applicant was an ex-service man might act as a deterrent with prejudiced employers. This does not prevent, however, the keeping of the office record.

The Commission recommended in its First Interim Report on the Second Part of the Investigation (p. 26) that the co-ordination of the D.S.C.R.'s Handicap Section with the Provincial Bureaux be completed and put into operation without delay. This has been done except respecting the province of British Columbia, and the completion of negotiations to that end is highly desirable.

(b) Government Contracts.—Suggestions were made that a requirement be exacted of Government tenderers and contractors that they employ a certain percentage of disabled ex-service men (Vancouver 258, Calgary 238-9, Ottawa 293). This proposal is, the Commission thinks, well worthy of consideration. It would only mean, in effect, that these collateral services would be brought under the terms of the preference already afforded within the Government organization proper.

(c) *Voluntary Absorption into Civilian Industry:*

(aa) King's Honour Roll.—It is by no means certain that the method of procuring the co-operation of employers in Canada by persuasion and inducement to take on more disabled men in existing industries has been exhausted (Vancouver 248). As it was expressed at Vancouver (244,345) there is a niche for each man with a substantial (although impaired) degree of working capacity. The difficulty, particularly in times of trade depression, is to find the appropriate niche. An outstanding example is the Ford Plant at Detroit where there are said to be (Vancouver 345) nearly 10,000 sub-standard men employed, some of them very heavily handicapped, including one with both arms off and four with amputation of both legs or feet.

The King's Honour Roll Scheme, which has been described in discussing activities in other countries, and which for a considerable period worked so successfully in Great Britain, may with necessary modifications still be found to be effective in Canada. The D.S.C.R. has already removed the objection made by employers to taking on disabled men, on account of increased liability under the Workmen's Compensation Acts, by paying the assessments in respect of such men (see 1922 Parliamentary Committee Report XX and XXV).

(bb) Local Committees.—A suggestion which particularly appealed to the Commission was made at Vancouver (297) in which it was proposed that local Committees of prominent citizens be organized to take special interest in assisting disabled men by conferring with local employers, acquainting them with the needs of the situation, and ascertaining from them the possibilities of their particular business or industry in helping to absorb such men. The official appointment by the Government throughout the country of Local Boards of prominent public spirited citizens for this purpose would, it is believed, reawaken public interest and have beneficial results. These local Committees should only be utilized with the full concurrence of the Provincial Employment agencies with which they would be co-operating, their function being to bring their local influence and interest to the support of these agencies in placing handicapped men.

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(cc) Toronto Rehabilitation Scheme.—This has already been outlined. It represents a considered and promising step in relieving the situation. The basis of this project is that a local body of citizens investigates and secures opportunities for employment, not necessarily at the ordinary rate of wages, but at a rate commensurate with the disabled man's capabilities. The State co-operates, by applying the money previously paid out for unemployment relief towards bringing up the pay of the man so employed to a minimum wage scale. The practical working out of the Scheme by the influential body of citizens which has taken it up should be studied with serious interest elsewhere because if successful it offers almost a complete solution for the present problem.

(dd) Financial Inducements.—Suggestions were also made for pecuniary inducements to firms which employ a certain percentage of disabled ex-service men (Vancouver 257). The particular consideration mentioned was a graduated reduction in the percentage of income tax depending on the proportion of such men employed. The fact that the taxable income of an individual or firm has no relation whatever to the number of men employed makes this scheme, the Commission thinks, entirely impracticable. If persuasion fails the only effective financial inducement would be to make up to the employer the discrepancy between the workers earning capacity and a certain standard wage. This is the essence of the Toronto Scheme.

III. POSSIBLE NEW METHODS OF ABSORPTION

(1) *Manufacturing or Trading Monopolies.*

Naturally, in connection with a problem so universal there could hardly be any solution which has already been put forward. Suggestions have been made that there might be created a monopoly in favour of disabled ex-service men for the manufacture and distribution of certain commodities now largely imported from foreign countries (Winnipeg 286). A solution also suggested was to give to these men the exclusive right to retail some special line of merchandise (Regina 183, Ottawa 224). Both of these involve serious considerations of interference with legitimate and established industries and businesses and possibly of confiscation.

(2) *Compulsory Employment.*

However, the situation is one which has to be met and if efforts for voluntary co-operation fail, the country must be prepared to face a condition similar to that which exists in Great Britain and which led to the declaration (previously set out) by the Committee of the British House of Commons of 1922 to the effect that the Country was within measurable distance of compulsory legislation.

If the methods reviewed and suggested above, such as preferential employment in the Government services, sheltered workshops, employment bureau service, the King's Honour Roll Scheme, the Toronto Rehabilitation scheme and any other special arrangements with or inducements to civilian employers, all prove inadequate to permanently absorb into industry disabled ex-service men, who after diligent effort have failed to find employment, there appears to be no other solution than a compulsory employment enactment which would require all industries to employ a certain percentage of these men. As has been pointed out such legislation exists to-day in practically all continental countries. The various forms which such measures take have been already briefly summarized. It is significant that for a second time within a year the British House of Commons is now considering a Bill introduced for the purpose of bringing into effect in Great Britain this compulsory feature.

F. UNEMPLOYMENT RELIEF

At the beginning of the winter of 1919 the economic crisis and the large number of soldiers recently demobilized who had not been able to obtain employment and who were without sufficient means of support for themselves and families, rendered necessary the innovation of relief measures, and a large sum of money, called the Federal Emergency Appropriation, was made available by Parliament.

All applicants for work were required to register with the D.S.C.R. and those for whom no positions were immediately available and who claimed to be in need, were referred to the Canadian Patriotic Fund for investigation of each individual case. If this need was established, they were assisted, to March 31st, 1920, a single man with dependents or a man and wife, \$75 per month, with an additional \$12 for the first child under 16 (girl 17) and another \$10 for the second child. The single man with dependents was given a maximum allowance of \$50 per month. All this relief was in cash.

The unemployment situation of the winter of 1920-21 rendered necessary the combination of some relief measures and authority was granted to D.S.C.R. to grant medical and surgical treatment to unemployed ex-service men until March 31st, 1921, and to grant relief, but in kind only, to the unemployed pensioners or vocationally trained on account of disability. This relief was extended from April 1 to December 1921, but the monthly allowance was reduced from \$75 to \$65 and the single man without dependents cut out altogether.

From January 1922 the unimproved trade conditions rendered necessary the continuance of relief measures with a gradually decreasing schedule rate as follows:—

	1922	1923
Man and wife, maximum amount.....	\$60 00 per month	\$45 00 per month
First child under 16 (girl 17).....	12 00 “	12 00 “
Second child under 16 (girl 17).....	10 00 “	10 00 “
Maximum to any family.....	85 00 “	67 00 “
Single man without dependents (maximum allowance for winter months only).....	45 00 “	30 00 “

Single men with dependents, same as married man.

In all cases any income received by the family by way of earnings, increment or pension was deducted.

Assistance granted was limited to expenditures by the Department on behalf of the pensioner of such amounts as might enable him and his dependents to carry on for the period indicated.

Although the last Order in Council extended relief only up to May 31, 1922, the D.S.C.R. has carried on the practice of granting relief under the last schedule set forth above. Some exceptions are made in regard to single men, the general practice being to leave it to the discretion of the Unit Director of Administration of each Unit.

The expenditures of the D.S.C.R. for actual relief and administration of same until the end of last fiscal year were:—

Year	Actual Relief	Administration
1919-20.....	\$ 5,043,188 90	\$ 256,068 71 (by Canadian Patriotic Fund)
1920-21.....	842,403 02	
1921-22.....	1,662,192 43	102,519 93
1922-23.....	967,204 41	70,958 94
1923-24.....	287,543 07	24,465 91
Total.....	8,802,531 83	

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Outside of cash allowances in 1919-20, actual relief expenditures were mainly for food, fuel and rent. During the calendar year 1923, the number of men who received relief for the first time was 1,268, the total number of men who received relief, 4,558, the number of times relief was granted, 35,748, the average amount to each individual \$85.38, the average amount to men with dependents \$102.34 and the average number of times relief was granted to each man 7.84.

Assistance is only granted to men who are in destitute circumstances and who are in receipt of a pension payable by or through the B.P.C. or the D.S.C.R. for a disability due to or aggravated by service, or have been paid a lump sum by agreement in settlement of pension. Former members of the Imperial and Allied Forces may be granted relief under the conditions laid down for former members of the Canadian Forces subject to their having been residents of Canada for three months prior to making application.

PART THREE

THE DISABLED SOLDIER WITH SMALL PENSION OR NO PENSION

Section 1. Substantial Natural Disabilities Added to Pensionable Disabilities

Suggestion by Ex-Service Men.

That provision be made for ex-soldiers without means and who are wholly or partially incapacitated by the combination of a non-pensionable ailment with a previous pensionable disability. (Montreal 508, 514, 519, 548; Toronto 176, 178.)

The granting of a pension for a small service disability cannot be urged as a reason for paying pension for some superimposed condition which has no relation whatsoever to military service. The two must, from a pensions viewpoint, be kept absolutely separate, but the two combined may render the victim helpless. These cases cannot, in the opinion of the Commission, be distinguished from the handicap cases dealt with under the heading of employment. If, however, earning power is destroyed for practical purposes by the combination of disabilities, then the applicant comes within the class entitled to the privileges of a Soldiers' Home. Which method is to be pursued depends, therefore, on the total degree of disability, pensionable and otherwise, which exists. It must be distinctly remembered, however, that the provision of either employment or the Home is on different principles from those underlying pension, and should not be taken as admitting nor creating responsibility for pension for the portion of disability which is unconnected with war service or for death resulting therefrom.

Recommendation of Commission.

That in the case of ex-soldiers without means and who are wholly or partially incapacitated by the combination of a pensionable disability with a subsequent non-pensionable ailment (a) The general principles applicable to the employment of war handicapped men apply. (b) If no substantial working capacity remains the pensioner should have the benefit of maintenance in a suitable Soldiers' Home.

Section 2. The Indigent, Old and Disabled not Pensionable.*Suggestion by Ex-Service Men.*

Further provision for indigent and incapacitated not eligible for pension.

That provision be made for ex-soldiers who through lack of resources and physical incapacity due to advancing age are unable to support themselves. (Vancouver 245).

The representative appointed by the Central Committee at Vancouver to speak of handicapped men put forward the problem of the old man and the man, who, possibly as the result of war, was physically ten years older than his age in years. He is described as chronically sub-standard. Although it is impossible to put one's finger upon any disability induced by war service, his strength is equal to the demands of but few occupations. It is stated that the number of these men is large, and it is certain that it will increase as time goes on, and that most of them will ultimately become a permanent charge on the community.

While impossible to disprove that war may have been in some degree responsible for the present physical condition of this type of ex-soldier, it is equally difficult to bring forward sufficient proof to justify an award of pension. Most were over age on enlistment, many stating they were younger than was really the case. Eight to nine years have since elapsed, and in the ordinary course of events many would have become unfitted for competitive employment had they remained in civil life. During their period of military service their age and lack of necessary physical strength generally precluded their assignment to any duty which required severe exertion or undue exposure, so that they were employed largely as batmen, cooks, orderlies, or for light duty, etc. Except those in the labour battalions, no great number of these went beyond England where their living conditions were comparatively hygienic and comfortable. Admitting all this and that war service has not produced the condition in which the middle-aged ex-service man may now find himself, it is hard to escape the conclusion that the country, having inadvisedly accepted his services, is now under a moral obligation based in a large degree upon recognition of service rendered, but also on the possible, although not provable, effect of service, to see that he does not become dependent upon public charity.

Not only does the proposal apply to the man who was old in years or physique on discharge, but, as advancing age accompanied by impaired health comes on men now in the prime of life, there is bound to be a claim by them that the exertion and strain of service has been a contributing and hastening factor and such a claim will be hard to disprove. The Commission is of the opinion that the State will not see these men in want.

How is this moral obligation to be met? Not by pensions, because there is no means of proving a clear relation between the present condition and military service. It may be contended that while proof is impossible, yet conversely, it cannot be stated with certainty that military service has not hastened the advent of old age and its concomitant disabilities. But if this lack of negative evidence were considered sufficient, practically everyone could demand pension, because a time must invariably come when physical disability renders them unfit to compete successfully with the young and strong. Another very serious objection to placing these cases on a pension basis arises, namely, that if the right to pension is once admitted the pension must be increased as the disability increases, and after death be continued to the dependents.

The conclusion is: first, that the group composed of old and prematurely old men, suffering from diseases incident to or commonly found in middle life and later, and whose impaired condition cannot reasonably be ascribed to service,

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should not be dealt with on a pension basis, and secondly, that these men cannot be allowed, through no fault of their own, to become dependent on charity.

The Commission has, throughout all the discussions which have taken place, heard of nothing, and it can suggest nothing which will meet the situation more fully or effectively than the establishment of Soldiers' Homes. There is admittedly no novelty in the suggestion. Such institutions have been successfully operated for many years in other Countries. Chelsea was established nearly 300 years ago. Into these homes could be admitted any man who has served and who through physical incapacity and lack of resources is unable to support himself.

These Homes would accommodate at once a substantial number of those in hospital whose principle qualification for remaining there is, not that further treatment can improve their condition, but because they are permanently disabled and require food, shelter and care. The saving in expense of a Soldiers' Home compared with a hospital adds a further argument. The 1922 Parliamentary Committee Report p. XVIII recommended—

“that consideration be given to the providing for homes where ex-soldiers during old age may reside in comfort subject to being there provided with the necessary subsistence and reasonable comforts which the pension awarded, if any, might not be sufficient to give”.

The Commission considers that the number of men in the category being discussed is now sufficiently large to warrant immediate steps to provide such institutions.

The possibility of the establishing by Canada of Old Age Pensions was repeatedly mentioned as affording provision for this class (St. John 61, Vancouver 303, Calgary 237, Winnipeg 289, Montreal 188). Such a scheme involves a great deal more than provision for indigent soldiers. The Commission does not profess to have given the subject the consideration which would warrant the making of a recommendation on a project which, in its most usual form, takes in every individual in the country, ex-soldier and civilian, after attaining a certain age. It is to be remembered that the age at which Old Age Pensions generally become effective is much too far advanced to be of benefit to the prematurely old soldier.

The 1922 Parliamentary Committee also made a recommendation (Report p. XVIII) suggesting some form of pensions for those who were not provided for in Homes. The recommendation was as follows:—

“That where ex-soldiers reach a stage in life considered to be old age and are not in receipt of such reasonable pension under the regulations at that time existing, and are not in receipt of care or treatment in homes which may be provided for the purpose, that consideration be given to the establishment of pensions or other help as may be considered reasonably necessary for the purpose of assisting ex-soldiers in their old age”.

This seems to contemplate Special Old Age Pensions for ex-soldiers but when taken up for practical action it would probably be part of a general Old Age Pension scheme similar to those in force elsewhere. The whole subject is now being considered by a special Committee of Parliament, and indigent and aging ex-soldiers will, no doubt, be one of the groups referred to as indicating the desirability of adopting some such scheme.

Recommendation of Commission.

That provision be made, by the establishment in suitable localities of Soldiers' Homes, for the maintenance and care of ex-soldiers who from lack of resources and physical infirmity are unable to support themselves.

Section 3. Soldiers' Homes

The need for the establishment of these institutions has been dealt with under the two preceding headings in this Report.

The plan of the Homes themselves, their distribution throughout Canada and the conditions of admission thereto are all subjects of administration respecting which, it goes without saying, the best available advice should be obtained and the experience of other countries examined. The Commission has suggested (see Report No. 3 p. 73) that in connection with these Homes there might be sufficient land to provide employment for men physically handicapped who live in the country and have been unable to find employment for their remaining degree of earning capacity, the idea being that this would take the place of the separate small holdings which have been advocated for these men, and would permit the ex-soldier to try out his capabilities without committing him to the risks of an independent proposition. Such institutions might bear to disabled men in rural localities somewhat the same relation as Vetcraft shops to ex-soldiers in cities.

PART FOUR

SPECIAL DISABILITIES

Section 1. The Blind

GENERAL STATEMENT

With the exception of a discussion at Montreal concerning travelling expenses, the whole evidence concerning the blind was presented at Toronto by two representatives, one of whom was the President of the Arthur Pearson Club for Blinded Soldiers and Sailors, which includes all ex-Canadian Soldiers wherever resident, and the other was the General Secretary of the Canadian National Institute for the Blind and Vocational Adviser to the D.S.C.R. for blinded cases.

The evidence showed (Toronto 1314) that there were 171 blinded Canadian ex-service men, of whom 135 reside in Canada, 32 in England, 3 in the United States and 1 in Belgium. Of this total, 127 were completely blind and receiving \$300 per year helplessness allowance in addition to their total disability pension. 44 men, partially blind, did not receive any helplessness allowance, but were paid total disability pension.

5 of the totally blind had died after the compilation of the above figures, and the occupations in which the remaining totally blind were engaged were given as follows:

TOTALLY BLIND

Agent, insurance.....	1
Boot repairing and matmaking.....	2
Broom making.....	1
Book Agent.....	1
Business for themselves.....	9
Employed in business firms, etc.....	2
Employed with C.N.I.B.....	2
Farming.....	10
General Secretary.....	1
Joinery.....	4
Massage.....	18
Matmaking and netting.....	4
Piano Tuning.....	1
Poultry farming, netting, etc.....	14
Reed and willow articles, rattan, etc.....	21
Returned to former occupation.....	4
Stenographer with Government.....	6
Stenographer with business firms.....	1
Translating and teaching French.....	1
Unable, unwilling or waiting for work (living on pension).....	19
Total.....	122

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One of the partially blind had died after the compilation of the statistics and the remaining 43 partially blind had been trained and were employed as follows:—

Boot repairing and mat making	1
Broom making	2
Business for themselves	4
Commercial salesman	2
Employed with business firms, etc.	10
Employed with C.N.I.B.	2
Farming	1
Instructor with C.N.I.B.	1
Massage	3
Matmaking and matting	1
Piano Tuning	1
Poultry farming, netting, etc.	3
Reed and willow articles, rattan, etc.	4
Unable, unwilling or waiting for work (living on pension)	7
Working in Government Department	1
Total	43

The above tables are misleading in that the conclusion must not be drawn therefrom that five out of six have found profitable employment. In many cases the work performed is of little value in adding to the pensioner's income and in forty per cent of the cases nothing whatever of marketable value is produced. Despite this, the work taken up offers an opportunity to keep occupied and is regularly performed. Diversion is, of course, the primary object.

As a rule the blind man has been unable to make any substantial addition to the income provided by his pension, notwithstanding vocational training freely offered by the D.S.C.R. and as gratefully acknowledged by the blinded veterans.

The only occupation in which success has been attained is the practice of massage. Stenography as a rule has not been successful, nor has piano-tuning for which very few are primarily fitted in that they have not the necessary apprehension of pitch which is possessed, on the average, by but one out of every fifteen individuals. It also appears that, on account of the age at which the blinded soldier takes up his training, as good results cannot be obtained as might be looked for as if similar effort were spent in early life. This is illustrated nowhere more clearly than in the study of "Braille." Facility in touch reading is rarely obtained by soldiers, whereas, with those blind from birth and trained in youth, proficiency is the rule.

Suggestion by Ex-Service Men on Behalf of the Blind.

Stabilization of Pension

That pensions be stabilized at an amount not less than the sums specified in schedules to the Pension Act plus the amount of pension bonus now paid. (Toronto 1326).

This was the first request put forward and was stressed throughout as of the greatest importance. The strong argument in support of the suggestion was the depressing mental effect of the future, unless a definite income was assured. It was stated that the blind are particularly susceptible to discouraging influences and that for this reason the dread of a future cut in pension weighs more heavily upon them than others. Further, with rare exceptions, the hope of improving his present position and the expectation of promotion as years go on, which are always open to normal men, are, to the blind, a closed door.

Recommendation of Commission.

This consideration has already been discussed in Report No. 3 of the Commission (p. 45), and the advantage of removing uncertainty and ensuring freedom from anxiety has been endorsed.

Suggestion by Ex-Service Men on Behalf of the Blind.

Increased Helplessness Allowance

That the present helplessness allowance should be increased from \$300 a year to \$400, for those totally blind and who, in addition, have amputations of either arm or leg or who have an immovable knee joint. (Toronto 1328).

The Pension Act (Section 27 as amended) gives the Pensions Board discretion to add to the pension an amount, not less than \$250 and not more than \$750 per annum (subject to review from time to time), where a man is totally disabled and helpless and is, in addition, in need of attendance. The provision applies, of course, to many other pensioners besides the blind, but the Pensions Board in exercising this discretionary power concede that a man totally blind is helpless within the meaning of Section 27 and have made a definite rule as to the amount to be paid him. This rule has been incorporated into the Table of Disabilities. The practice thus laid down provides for payment of attendance allowance at the rate of \$350 per annum for the first 6 months and at the rate of \$300 per annum subsequently.

The Commission has already (Report No. 3, p. 48) recommended a revision of the Table of Disabilities with special reference to the claim for increase in attendance allowance. The claim there dealt with, however, was based on the difficulty in getting a competent attendant for less than \$400. The special claim here made for increased attendance allowance to one who is blind and has other disabilities as well deserves even greater consideration.

These cases of this kind were cited: The first was a man with his left arm off, a fracture of his jaw and a piece of bone missing from his forehead. Extra allowance was asked for and \$50 was granted. He was stated to be uneducated and "absolutely helpless as far as following any occupation goes." (It was pointed out that even if this man had an artificial hand it was quite useless without the eye to guide it. In the second case the knee joint was fixed and the claim for increased helplessness allowance was based on the fact that one so incapacitated could not go down stairs unattended without serious danger of falling. One man, so handicapped, fell from the top to the bottom of a stairway leading to the underground railway in London. The third case had a right arm amputation just below the elbow.

To such men a reliable guide is essential. While others may manage to get about alone with a degree of safety and may possibly at times, although not without danger of injury, be willing to run the risk, these men with additional disabilities require constantly a dependable attendant if they are to move about with any degree of security.

Recommendation of Commission.

The Commission recommends that, at least where the blind pensioner suffers from a serious additional disability which increases his difficulty in moving about or guarding against accident attendance allowance be increased to \$400 per annum.

Suggestion by Ex-service Men on Behalf of the Blind.

Helplessness Allowance to be merged in Increased Pension

That instead of \$900 pension and \$300 helplessness allowance a straight pension of \$1,200 a year be granted to the totally blind. (Montreal p. 537).

There was a case instanced where the helplessness allowance had been withdrawn (Montreal 1537) after having been previously awarded. There was no suggestion, however, that it was at all typical and as the Table of Disabili-

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ties expressly provides for a minimum of \$300 per year in the case of total blindness (Toronto p. 1189A) the case must have been dealt with under special circumstances. The Commission considers that it is preferable to make provision for exceptional handicaps incident to certain disabilities by way of special additional allowance rather than by increasing the Pension as such. Pension is fixed primarily on the basis of loss of earning power. The necessity for an attendant in these cases is in addition to such loss, and is intended to permit the man to experience, at least to a limited extent, the ordinary privileges of life.

Recommendation of Commission.

None.

Suggestion by Ex-service Men on Behalf of the Blind.

Travelling Expenses

That some more favourable arrangement be made for the travelling expenses of the blind and of an escort when necessary. (Montreal 537, Toronto 1339).

The present regulations provide for transportation for an escort accompanying a totally blind pensioner. As already stated, a minimum allowance at the rate of \$300 per annum is made to reimburse the pensioner for the wages and expenses of the escort. The claim for an increase in this allowance has been dealt with previously in this Report and in Report No. 3, (p. 48). Three suggestions are made for greater consideration to the Blind when travelling:

1. That transportation for the escort should be granted by any ticket agent of the Canadian National Railways on the production of a certificate from the General Secretary of the Canadian National Institute for the Blind and without the necessity of application to the D.S.C.R. (Montreal 542, 543).

2. That some method should be devised whereby the full expense of the escort's maintenance, while travelling, will not fall upon the pensioner (Montreal 538).

3. That a totally blind pensioner should have free transportation at least for limited periods and purposes (Montreal 541, 543, Toronto 1340).

As to the first, the Commission considers that so long as the present regulations are in force and the right to transportation applies only to the escort, some assurance would have to be given to the D.S.C.R. Officials that an escort was actually necessary and employed, and the responsibility for issuing transportation accordingly could not be fairly assigned to any outside body or official. The adoption hereafter, of the recommendations made in respect of the second and third suggestions, will obviate any difficulty or inconvenience.

As to the second suggestion, with respect to reducing the pensioners obligations for the escort's maintenance, the principle of which the fare of the escort is supplied is that it is an additional expense to which the pensioner is put by reason of his blindness, and carrying the same reasoning a step farther, it is asserted that the State should also be liable for the escort's maintenance. On the other hand, a provision of this sort does not fall within ordinary pension principles. The 100 per cent disability allowance is presumed to have been discharged the country's obligations to recompense the soldier for loss of earning power. These additional concessions are simply to make ordinary living conditions more bearable, and to permit the soldier, even though he has been compensated for loss of earning power, to move about and mingle with his fellow men without actually endangering his life. The concession as to escort's fare

can, therefore, hardly be invoked as creating a legal liability for the escort's maintenance. It is said that frequently the provision of fare for the escort works for the benefit of the pensioner's wife, the latter travelling as escort.

The Commission does not consider that the liability of the Country in respect of the escort can fairly be extended beyond the allowance now made for the escort's wages and transportation. It was recognized at the Hearing, that if any contribution was to be made by the State towards the escort's maintenance while travelling, such contribution could in fairness only be asked for some special occasion and covering a limited period of time. A period of one week was mentioned. (Montreal 541).

As to the third suggestion, namely the provision of free transportation for the totally blind pensioner, it was stated that in most countries the blind have free transportation. (Montreal 540). The Commission has not been able to verify this statement.

The Parliamentary Committee of 1922, (See 1922 Parliamentary Committee Report Page XIV, Section 8) made the following recommendation on the subject:—

“The Committee has carefully considered the disabilities suffered by ex-soldiers who are totally blind and who have suffered disabilities necessitating the employment of an escort. The Committee recommends that free transportation in Canada be granted to *any member of the forces* who has been pensioned for total blindness or for a disability which necessitates an escort accompanying on a journey such ex-soldier—in cases where an escort does so accompany such ex-soldier. The provision only to apply to cases of irregular travel or where the ex-soldier is travelling on account of his annual vacation, and in no case where the travelling is ordinarily at frequent intervals. In all cases the Department to be given discretionary power when or when not to accord this privilege.”

It is not altogether clear from the above whether it was intended that the transportation was to be for the man or for the escort but it was construed to be the latter, and in September, 1922, Order-in-Council P.C. 1929 was passed reciting the above recommendation and providing for the issue of free transportation to ex-members of the Forces totally disabled and requiring an escort, but providing that such transportation should cover the fare of the escort only, and not that of the ex-member of the Forces, and should only be issued where an escort was actually employed. The Order was further limited to annual vacations or other infrequent trips, the previous approval of the D.S.C.R. had to be obtained, and the granting of such transportation was to be wholly in the discretion of that Department.

If a blind man be compelled to visit another district with which he is unfamiliar, he must necessarily either have the aid of a friend or employ somebody to direct him. As has been said, if he took an escort with him, the State supplies the latter's transportation but the blind man pays his other expenses. Whether then he takes an escort with him or relies on somebody in the place he visits to help him about, he is under expense which does not fall on the ordinary man. In consideration of this, the Commission suggests that the blind ex-soldier might be granted the privilege of free transportation up to one thousand miles annually, leaving it to him to make his own arrangements as to an attendant, and allowing himself or for the escort when accompanying him or for both as he sees fit. Some one might object that as much as one half of the transportation could thus be improperly used for the benefit of a person not a bona fide escort who accompanied the pensioner, but the Commission considers that these men may be safely relied on to honorably observe the purpose of the concession. The pensioner would thus be on his own resources and

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quite independent of regulations, which under the most favourable conditions are irksome. This policy would be directly in line with the training which these men receive at St. Dunstan's, the outstanding principle of which is to make a man rely upon his own efforts, and, as was expressed no one of the hearings, "to believe and make his fellow citizens believe in the words of the late Sir Arthur Pearson that the blind man can see, and that they can do things as well and sometimes better than people with sight." (Montreal 542).

Recommendation of Commission.

That provision be made for the issue, to any ex-member of the forces in receipt of a total disability pension for blindness, of free transportation for the use of the pensioner and of an escort when actually accompanying him, the combined mileage for pensioner with escort not to exceed one thousand miles in any one year.

Section 2. Amputation Cases

GENERAL STATEMENT

As with the Tuberculous Veterans, the Amputations Association left no stone unturned to thoroughly prepare and present their case. Their organization in the larger centres is very complete, and witnesses chosen to advocate their claims were carefully selected and well informed. No argument which might support a claim for increased recognition was overlooked. Amputations form the second largest group of Pensioners in the Dominion.

The total number of Canadian amputation cases on Pension is 3802 of which 1143 are arm amputations and 2,659 amputations of the leg. These include a number of double or multiple amputations.

The Canadian war amputations are divided, as to disability, as follows:—

Right leg amputated.....	1,190
Left leg amputated.....	1,300
Right arm amputated.....	485
Left arm amputated.....	528
Both legs amputated.....	95
Both arms amputated.....	7
Both legs and both arms amputated.....	1
Both legs and right arm amputated.....	1
Both legs and left arm amputated.....	2
Right leg and right arm amputated.....	2
Right leg and left arm amputated.....	3
Left leg and left arm amputated.....	2
Left leg and right arm amputated.....	6
Both arms and right foot amputated.....	1

These are cases into which the question of entitlement does not enter because it can be at once admitted. The only subject for consideration as regards pensions is the percentage of disability. The Commission has already (Report No. 3, p. 46) dealt with the Table of Disabilities upon which the amount allowed for various amputations is based and has mentioned certain considerations which should be kept in mind by those to whom the revision of the Table may be entrusted.

There are other factors which were not discussed in detail in the previous Report some of which might fairly be considered on such revision after an opportunity has been afforded to representatives of the Amputations' Association to describe and present them. These matters are summarized in the brief presented by Amputations' Association at Toronto, as follows:—

Climatic Conditions

Handicaps of amputation cases.

- (a) Heat causing chafing.
- (b) Additional weariness from artificial limbs and difficulty in moving about.
- (c) Extra protection needed for stumps to protect from frost-bite.
- (d) Inability to walk in slippery weather and deep snow.
- (e) Delay in getting to work.

High Cost of Living

- (a) Necessity for clothing allowance.
- (b) Necessity for living close to transportation lines.
- (c) Necessity for hiring others to perform ordinary chores such as ashes, snow shovelling, etc.
- (d) Increased cost of transportation.

Limitations as to health

- (a) Insomnia.
- (b) Pain.
- (c) Nerve ends.
- (d) Irritability and indigestion.
- (e) Organic complaints.

All these exist whole 24 hours, not simply during working hours.

Employment Handicaps

- (a) Prejudice of employers has to be overcome by persuasion or practical demonstration.

Recreational Handicaps

- (a) More expensive.
- (b) Extremely limited, most recreations being prohibited.

There remain several suggestions which the Commission feels should be discussed and dealt with.

ORTHOPAEDIC APPLIANCES

The request was made (Regina 146, also Calgary 154) that orthopaedic boots should be supplied with every limb, and it was also claimed at Regina that the boots supplied were too heavy. The average artificial leg case does not require an orthopaedic boot but wears the same sort of boot as on the sound limb. In any case, where an orthopaedic boot is required, as, for instance, to compensate for shortening, such boots are now readily supplied.

The sox were said to be of poor quality and it was also claimed that the supply was inadequate (Regina 146, and Calgary 149). Both complaints were admitted by the D.S.C.R. representative to be justified on account of a temporary condition, and a promise made that the matter would be set straight. It was claimed at Winnipeg that the present allowance of sox is insufficient. This may have been due to their wearing out more quickly on account of the poor quality. To remedy this, it was asked that new sox should be issued on turning in the old ones. It is a small matter and the Commission recommends that the request be granted if the practice is not already in force.

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ARTIFICIAL LIMBS

Few complaints were heard in reference to the quality of artificial limbs supplied. It was stated that scarcely any above-elbow arms were used except for dress purposes, yet it is admitted that the only reason for this is that no satisfactory arm has yet been produced. At Toronto (1303) it was stated that the request of the Amputations' Association to the Parliamentary Committee that the Canada convertible arm made by N. O. Handigord, Regina and the Gawley arm devised by Mr. Gawley, who is himself a double arm amputation case, be given a thorough test, had not so far been acceded to.

As regards the general question of the quality and efficiency of the artificial limbs provided, the Commission considers that those at present in use are unquestionably the best obtainable and that no expense is being spared to maintain this standard.

Toronto endorsed the request of Regina Branch that the Research Department be re-organized and an amputation case be placed in charge. Regina further asked that research should not be confined to Toronto but developed at other centres. (Regina 162).

The Commission visited the Toronto workshops and was impressed with the pride shown by the workmen in their products and the ambition manifested to perfect and improve them. The Commission is confident that research work carried on is constant and thorough and that every facility exists for trying out new ideas. Work of probably real value has been done in developing a new method for the utilization of raw hide as a light and strong material for construction. Nearly the whole staff of this institution are amputation cases.

As to the suggestion that research centres be established in the various provinces (Regina 162) the Commission does not consider that this is either necessary or justified. Practically every country in the world is engaged in this work and the exchange of ideas is constantly going on. This is one matter in respect of which centralization is desirable because only by a concentration of ideas and ample facilities for investigation and demonstration can any substantial progress be made. There is not the slightest difficulty for anyone with an idea in connection with the perfecting of orthopaedic appliances to have his suggested improvement promptly brought to the attention of the present Research Department and, if it shows possibility of merit, in having it thoroughly tested. The various D.S.C.R. units afford ready and accessible channels of communication if the inventor does not deal directly with Headquarters.

The establishment of additional research centres would not, in the Commission's opinion, serve any good purpose.

A request was made at Winnipeg that a limb fitter should be sent periodically to Port Arthur.

The question as to whether the case should be brought in or the fitter sent out obviously depends considerably on comparative convenience and expense and above all the relative facilities for satisfactory treatment of the patient. The feasibility of this suggestion must, therefore, be decided locally. In this connection a claim was also made that the per diem allowances to amputations called in for examination or limb fitting were insufficient. This has been discussed under the subject of Procedure and concerning the contention made generally for increased allowances to all cases (amputation or otherwise) brought in by the unit officials.

HOMES

A group exists among the amputation cases as among all others which is for various reasons, aside from their war disabilities, unemployable, and for this

group it was asked at Toronto (1257) that further provision be made by establishing Soldiers' Home. As this subject has reference to a much wider constituency than the amputations, it is considered, in its broad aspect, elsewhere in this Report.

Suggestion by Ex-service Men.

Impaired general physical condition directly consequent upon the injury, to be considered in addition to actual disability from amputation itself

That in estimating the degree of disability, the history and progress of the patient between the time of the injury and the award of pension should be taken into consideration where this has so affected his general health as to constitute an additional impairment to his earning power. (Winnipeg 661).

The type of case referred to in this suggestion is well described by a witness at Winnipeg (661) as follows:—

“Two below knee amputation cases may have a similar length of stump at the time of final board, one of them we find gets along exceedingly well and has no further trouble, the other, has for a time a continual recurrence of trouble with his stump and is forced to take treatment resulting in numerous surgical operations for a long period of time, the consequence is that when finally discharged he is not in as good a physical condition as the other who has had no trouble with his stump, and is unable to attempt the same physical functions that he otherwise would have been able to do if he had had no trouble, such functions that the previous individual is able to accomplish with ease. Further, one being able to take his discharge and have no stump trouble is able to apply himself far better to any system of Re-establishment that may be provided for him, I might explain that, in regard to how this applies to Vocational Training, an amputation might be taking up some form of training and after he has been going about 6 weeks or 2 months, his stump breaks down and he has to go into hospital, he may be taking treatment for 6 months before he is again discharged and able to take up his training, the result is he has forgotten all he previously learned, and generally has to start all over again, in other words, he has gone stale, and does not get the full benefit of what that training might mean to him thus we claim that a recurrence of disability should have the greatest consideration in regard to the percentage of disability. It is reasonable to assume that one has a greater disability than the other, but both are rated the same owing to the fact that they are both below knee amputation cases, and we sincerely think this matter should have your consideration, and a recurrence of disability taken into account when awarding percentage of disability”.

There can be no doubt that long-continued residence in hospital, with its consequent idleness and encouragement to look to others for assistance, must have, in a large proportion of cases, a permanent lowering effect upon earning power, and where this is shown, the percentage representing such diminution should be added to the percentage representing the physical disability, as shown by the Table. This additional handicap could be adequately covered if, when a definite percentage is stated for a particular amputation, that percentage could be regarded as a *minimum*. There could then always be added the necessary percentage for impairment to general health or other additional disability contributed to by the injury. The Table of Disabilities of February 1921 seems

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to leave room for such allowance to be made. The following clause appears therein:—

“The Table of Disabilities exists only to assist the Board of Pension Commissioners and Medical Officers in fulfilling their responsibilities. It does not offer final nor absolute values. Every disability must be considered on its own merits.”

What the Commission has in mind is the exceptional case of a disability arising out of long continued illness which leaves the man permanently sub-normal in general health, vigour and initiative.

Recommendation of Commission.

That in assessing the degree of disability for amputations covered by the percentages specified in the Table of Disabilities further allowance be made when there is in addition a permanent impairment of general health or other lasting disability directly consequent upon the injury and that in any revision of the Table of Disabilities provision be made accordingly if not regarded as sufficiently covered by the Table and Instructions now in force.

Suggestion by Ex-service Men.

Disabilities claimed to be either the remote cause or the remote effect of amputations

That provision be made for payment of pension for amputations remotely connected with service disabilities, or for disabilities remotely connected with service amputations. (Toronto 1231).

This class of cases was repeatedly referred to under the obscure captions “Eligibility of Disability” and “Attributability of Disability.” Recognition is asked for various disabilities claimed to be the result of the original disability and in all these cases either the cause or the effect was an amputation. As examples of cases where amputation was claimed to be the remote cause, there were presented

- (a) a case of insanity developing in a man who was on pension for an amputation;
- (b) the case of a man pensioned for a leg amputation who, while at work, tripped and lost a hand by crushing.

Examples of cases where amputations were claimed to be the remote effect of service disabilities were

- (a) the case of a man pensioned for neurasthenia who had his hand taken off while working at a machine;
- (b) the loss of a leg in a motor cycle accident by a man drawing pension for a wound of the hand.

Each of these cases depends on evidence of the relation between the service disability and the ultimate ailment or accident. The Pensions Board does not take the position that in awarding pension for a service disability it thereby compensates for everything which may result therefrom. It is ruled that the pension compensates the soldier for the normal loss of working capacity and for the things which may happen to him in what would be the usual every day life of a man in his condition. But the intervention of some unforeseen and unusual event or combination of circumstances may give rise to increased liability. The question is whether the original disability was a contributing factor and, secondly, whether the activities and surroundings of the pensioner, at

the time of the accident, were safe for a man suffering from his disability. If these two essentials are present, pension will be granted. But if either the new disability was not the result of the old, or, if the pensioner was running a risk which one in his physical condition should not have taken, pension will be refused. The pension awarded for the original disability is supposed to have compensated him for refraining from doing certain things which a normal man without his disability could safely have done. An instance of the effect of this practice is given in Report No. 3, p. 21.

The Commission finds that, assuming the above correctly outlines the principles adopted, it fairly covers the cases entitled to consideration.

Bearing upon the same subject, claims were made at almost every hearing for additional pension on the assumption that leg amputations may give rise to flat foot, spinal curvature, hernia, appendicitis or kidney and liver diseases. No evidence whatsoever was advanced in support of this nor does the Commission know of the existence of any such evidence. That an idea so erroneous should be so widely accepted is psychologically interesting.

Recommendation of Commission.

None.

Suggestion by Ex-service Men.

Employment of Amputation cases

That increased facilities be provided for the employment of amputation cases. (Regina 138, Toronto 1260.)

Unemployment among amputation cases is not as widespread as might, at first thought, be expected. Their representative at Regina (138) stated:—

“There are, I am led to believe, only some 400 cases actually out of employment at the present time.”

This number is cut in half by the Toronto representative (1260) who states that in the whole of Canada

“as far as we know there are only 200 men who are either out of employment or are engaged temporarily”.

In Winnipeg, a number varying from 25 to 42 had been out of work, many for a year or more, and 75 were unemployed out of a total of 687 in Toronto. We may take it that in general not more than 10 per cent are unemployed, which percentage contains a group recognized and admitted by the witnesses themselves as unemployable. The amputations as a class, considering their severe disabilities, have succeeded in re-establishing themselves to an extent that is most commendable.

The great difficulty to be overcome was to try and place three to four thousand amputations suddenly thrown on the labour market and to find for them suitable employment. Such positions were few, barely sufficient to absorb peace-time casualties.

It was claimed, although not further substantiated (Toronto 1164), that Amputations and Blind were unable to take any form of vocational training which has added materially to their earning capacity, and that the whole problem would have proved insoluble had not the municipal authorities, and the Provincial and Dominion governments united to meet it.

Thirty-four amputations are employed in the Orthopaedic Branch and 21 in the Administrative Branch of the D.S.C.R. in Toronto. 4 amputations are employed in the Toronto Post Office as switchboard operators. The City of Toronto employs 34 and the Ontario Civil Service 60, these latter not including those employed by the Legislature or Sessional employees (1290).

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The Commission, while believing that more can yet be done, feels that, on the whole, better results have been secured than the most sanguine could have anticipated three or four years ago.

The representative witnesses insisted that a distinct difficulty in securing employment, even where the work sought is suitable, is the fact that an amputation disability is at once noticed by the employer who fears additional risk as regards accident to men so afflicted. The "Visibility of the Disability" is the phrase which the amputation representatives use to describe this special handicap which they suffer on account of the prominence of their defect, and for this reason at least, the problem of employment of amputation cases differs from that of other classes. But the opposite is true as well, and the visible deformity may often ensure a preference.

Although it may not be generally known, the employer's risk is covered by the provisions of P.C. 4432 whereby the Government discharges the employer's liability for Workmen's Compensation Board assessments in respect of pensioners. Transportation and Railway Companies, however, refuse to employ amputation cases, one reason probably being, aside from public safety, that they must first provide for their own injured workmen.

The amputations representatives, in discussing employment, very fairly put the problem not only of their group but of all the other partially disabled. Their summary of suggestions as to employment was equally applicable to all handicapped men. They did not attempt to advocate any new system or any radical change in existing facilities. They concentrated on activating and improving principles already accepted, such as Government and Civil Service preference, training in Government departments, and further efforts towards absorption of these men into industrial enterprises.

Three other matters were mentioned:—

- (a) The precarious position of ex-service (as well as other) employees of the Soldier Settlement Board, D.S.C.R. and Income Tax office under P.C. 2958 which excludes them from the list of employees occupying what are regarded as permanent positions (Toronto 1271);
- (b) Compulsory employment of a certain percentage of disabled men on all State contracts (1294);
- (c) Representation of amputations on the Civil Service Commission organization (1277).

On account of their applicability to all classes, these matters will be dealt with in discussing the problem of employment of handicapped men generally.

Section 3. The Tuberculous

GENERAL STATEMENT

No group presented its claims more effectively or thoroughly than the tuberculous veterans. The evidence as to the difficulties under which they laboured and the redress claimed, was substantially the same at every session where their representatives appeared. Close association of the tuberculous over a long period of time while undergoing treatment, Provincial organizations between which a constant interchange of views takes place, and a Dominion Convention held in August, 1922, have permitted a survey of individual opinion which is practically complete. They have apparently a large and efficient organization and had selected, for the purpose of presenting their arguments, members fully informed upon the subjects which they discussed and capable of presenting their facts in a most convincing manner.

Tuberculous pensions form the largest of any group. Of a total of 43,289 pensions, 4,962, or 11.4 per cent of the total, are awarded on account of tuberculosis. This large percentage would alone indicate the importance, from a pension standpoint, of this disease, but it is further emphasized by the high percentage of pension necessarily awarded which is, on the average, seventy per cent.

EFFECT OF WAR SERVICE IN INCREASING THE INCIDENCE OF TUBERCULOSIS

Speaking broadly, tuberculosis is twice as common among Canadian ex-service men as in the civilian population. From this fact, at first glance, the conclusion might be drawn that the exposure and strain incident to war was responsible for the increased prevalence and that, therefore, one-half the ex-service men now classified as tubercular had developed the disease as the result of war service. Closer examination does not bear this out.

Both during service and frequently for a greater or less period following discharge, ex-service men were under medical supervision much more intimate and constant than obtains in civilian life. Should the slightest suspicious symptom develop, investigation immediately followed and, if any doubt still existed, the patient was immediately referred for examination to men specially trained in chest conditions and who had at their command every auxiliary means by which a correct diagnosis might be arrived at.

Although incapable of proof, it seems a fair inference that were the civilian population subjected to the same careful scrutiny and combed over with the same care, a large number now unsuspected would be discovered to be tubercular. How great this number is, it is impossible to tell but it would probably be sufficiently large to considerably alter the present two to one tuberculosis ratio between the ex-soldier and civilian population. The present accepted incidence of tuberculosis in the civilian population can, with certainty, be regarded as low. One can also, the Commission feels assured, regard the ex-soldier incidence as high. It is particularly difficult to escape the latter conclusion when it is considered that, despite repeated efforts, the presence of the tubercle bacillus has been demonstrated in but 44 per cent of those now in receipt of pension for tuberculosis.

But putting the above considerations aside and admitting, for the moment, that war service is responsible for the total increase of tuberculosis among soldiers, it is clear that, although we are unable to ear-mark them, one-half the soldiers now receiving pension for tuberculosis would have this disease were the war never fought nor a single soldier ever enlisted.

ENTITLED TO TREATMENT AND PENSION. THE EVIDENCE REQUIRED TO RAISE A PRESUMPTION THAT THE DISEASE WAS INCURRED DURING SERVICE

The impossibility of fixing the exact date of the beginning of such a slowly progressive disease as tuberculosis naturally has led to great difficulty in correlating symptoms present to-day with military service rendered five to nine years ago. All those competent to express an opinion are apparently agreed that no case iron rules designed to guide medical examiners and others in reaching a correct conclusion can, with advantage, be promulgated. On the other hand, it is but fair to admit that in a disease in which early symptoms may be so easily overlooked, a certain period of time must necessarily have elapsed between the inception of disease and the time when it first made its appearance so as to be recognizable.

To provide a working rule and subject to certain limitations it has been arbitrarily, but after careful consideration, laid down that this period is to extend until one year after discharge, and a concession is thus extended to

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patients suffering from tuberculosis which is not granted in the case of any other disease. It is true that in conditions such as mitral stenosis, ulcerative endocarditis, nephritis and other like diseases, a similar presumption may be admitted, but each case is judged on its own merits.

Even the regulation as to tuberculosis creates no conclusive presumption that the disease appearing within one year after discharge was incurred during service. It states that:—

“Cases of pulmonary tuberculosis with signs and symptoms becoming apparent within one year after discharge, shall be considered as due to service.”

But it goes on to suggest circumstances which may quite negative this seemingly imperative rule. The rest of the regulation is:—

“It is assumed that the length of service shall form a reasonable ratio to this term, and the conditions after discharge have not been such as would be more likely to predispose to tuberculosis than would those of service.” (St. John 52, Chapter 4, Section 4, Clause 15.)

The difficulty, even in the hands of the most expert, of diagnosing certain cases as tuberculosis, particularly in the early stages, may necessitate observation over a more or less lengthy period and this in turn can be best accomplished by admission of the patient to hospital. Twenty per cent of all suspects have been so admitted in order to confirm or disprove the suspected infection, and if confirmed, to determine the relation between the patient's then present condition and his military service. This generally turns upon the date at which symptoms first appeared.

Up to this point, no complaint has been offered by the T.V.A. representatives and thorough investigation has never been denied. Wherever reasonable doubt existed, treatment has been instituted but whether pay and allowance would be granted in addition, has apparently proved a subject of great difficulty to the Department on the one hand and of serious complaint from the men on the other.

That the difficulty is a real one is clear from the fact that of a tubercular hospital population of 910, 832 were in receipt of pay and allowances and 78 were not. The presence of the latter group in hospital is justified upon compassionate grounds.

BASIS OF DIAGNOSIS—LARGE NUMBER OF CASES IN WHICH DIAGNOSIS OF T.B.
QUESTIONABLE

It is stated by the Assistant Medical Adviser of the Pensions Board who deals with tuberculosis pensions that only 44 per cent of tuberculosis patients now drawing pension have shown the presence of tubercle bacillus in the sputum, even after repeated examinations. While the Commission has evidence which leaves no doubt that pulmonary tuberculosis may exist without the bacillus being demonstrable, it has great difficulty in convincing itself that 56 per cent of tuberculous patients, pensioners or others, are in this position. In other words there must be in this group a fair percentage placed there as the result of over-diagnosis. It is always difficult, even in the hands of the most expert to say that a suspected case is absolutely free from infection. It has been regarded as an easier and safer path to tread to diagnose the case as tuberculosis and if wrong, to correct the diagnosis subsequently.

No rule bearing upon this has been set out by the Board of Pension Commissioners. The diagnosis of the Sanatorium Superintendent or of the medical officer delegated by him to make the chest examination is invariably accepted. Without some definite regulation concerning the presence or absence of the

bacillus, it could not be otherwise for the reason that the physician at Ottawa who determines the acceptance or rejection of the claim never sees the applicant. There thus may be a lack of uniformity dependent upon the relative importance placed upon the absence of tubercle bacillus by different experts.

Bearing upon the point as to the correctness of T.B. diagnoses the following evidence (Ottawa 666-668) is of interest:—

(Witness:.....“I am going to be perfectly frank because you gentlemen want to get all the information you can. There are lots of cases in the army to-day categorized as tuberculosis and you cannot change them because they are on the military documents as such. Conditions are absolutely different now from what they were during the war. I had cases at Ste. Agathe that I have discharged; saying—This man has not tuberculosis; he has got chronic bronchitis—and I have discharged them knowing they were getting a pension for tuberculosis, and I also knew that those men would be equally well at home. Well, they were back sometimes in ten days. Why did you discharge him?—This is the army—I discharged him because he wasn't tuberculous. Well, the instructions during the war were to keep them off the street, not to let those poor boys go around the streets, and I suppose the sanatorium was the best place for them. I know of two instances, both categorized as tuberculosis and drawing pension for that. Well, I was morally certain that it was not tuberculosis and I said so in my Boards but it was decided that they were clinically tuberculous. They are both living to-day and I am delighted that they are receiving compensation because I think they deserve it just as much as if they were tuberculous”.....

(Second Witness):.....“There are a number of cases of a certain type that can be established by X-Ray evidence, by that I mean showing involvement of lung tissue or fibrous changes and I think those might be considered in the same group as your positive sputum cases that you are suggesting giving the longer period”.

(First Witness): “For the reason that they were very positive cases, active cases. These additional classes would not add a very great number In practice, by saying positive sputum cases, we have covered the vast majority of cases.

Q. “Does it resolve itself into this that you two gentlemen would rather concur in the idea that there should be some definite and prolonged period over which 100 per cent should be paid for moderately advanced cases without showing positive sputum, say of the class you have mentioned, that is, moderately advanced, and for an incipient case showing positive sputum?”

(Second Witness): “That is exactly the definition.

Q. “In other words, you carve out the incipient case that doesn't show positive sputum but you both agree on moderately advanced?”

(First Witness): “That is right because it is those very incipient cases that are the stumbling blocks”.

A letter from the superintendent of the Kentville (N.S.) Sanatorium, put in at Vancouver (319) is illuminating. He says:—

“In the first place, a large proportion of the cases counted as re-admissions do not require treatment, and are kept at the institution only for the seven to twelve days necessary for examinations, study and report upon their condition. In 200 patients (D.S.C.R.) re-admitted to the Nova Scotia Sanatorium, we find 37 who had no tuberculosis and 54 in addition whose tuberculous disease was well arrested or apparently

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cured. For example, one patient who has been admitted here four times and as yet has never had a diagnosis of tuberculosis established. All patients sent to us from Camp Hill for observation are admitted or re-admitted to this institution."

We have, therefore, a group in which, despite the absence of tubercle in the sputum, diagnosis is made certain by X-Ray examination and also by the fact that the disease is "moderately advanced" and, while under observation, active. It is a group which everyone will admit to entitlement as far as diagnosis alone is concerned, but to assume that such a group would furnish 56 per cent of all pensions need only be stated to show to any one informed on the subject the absurdity of the assumption.

But it may be argued—what difference does it make? One of the specialists says he is glad these poor boys have pension, because they are sick and deserve it. It may, in the opinion of the Commission, make very considerable difference. Many may have been admitted under the one-year presumptive concession who would otherwise have been refused, others may be in receipt of pension on account of the prohibition imposed in tubercular cases, quite out of proportion to their disability as measured by the ordinary standards, they may be able to work all day even if unable to perform heavy work, and finally, it is not satisfactory to feel that pension has been granted upon an incorrect diagnosis.

It is on account of the considerations which have just been discussed that the Commission has, in its recommendation for full pension for two years, specified that this shall be confined to genuine T.B. cases proved by the presence of tubercle bacillus in the sputum, or X-Ray evidence of pulmonary infiltration, with the additional evidence in the latter case that the disease, at some time during the period of observation was clinically active.

According to a statement of the medical correspondent of the *London Times* in an article published therein and copied into the *Ottawa Morning Journal* of May 6, 1921, the London County Council has been reviewing cases of suspected tubercle by placing them for examination in Brompton and the London Chest Hospital, during the year of 1920. He states that in 72 cases accepted as tuberculous by the Ministry of Pensions but queried by the tuberculosis officers, only 11 were found to be tubercular and 63 not tubercular, and that of 16 cases of civilians diagnosed by tuberculosis officers as tuberculous only 2 were found to be tuberculous. He characterizes these results as "remarkable" as he very well may.

PHTHISIOPHOBIA—DREAD OF T.B. CONTAGION

When a patient is once diagnosed tuberculous and this information becomes generally known, phthisiophobia becomes a serious difficulty to him. Through ignorant fear of contagion, fellow-workmen avoid him in the workshop and others refuse to live under the same roof with him. The general public should be instructed that their fears are unfounded, and this, which would be such an evident and humane solution, is probably not more generally taken up by Boards of Health and others through fear that people may go to the other extreme and become lax or indifferent even in cases undoubtedly dangerous. The public has for years been instructed and exhorted to avoid contagion. This has, erroneously been interpreted to mean to avoid the consumptive who for this reason has, in many communities, been led to feel that he is a pariah and out-cast. That education of the public would remove this prejudice without in any way increasing the danger of contagion, is proved by the fact that many residents of St. Agathe are willing to take as boarders patients discharged from the Sanatorium and that this is frequently done with no ill effect. On the other

hand the suggestion that a T.B. colony was about to be established in the vicinity of one of our largest cities gave rise to sudden panic on the part of the surrounding residents.

The Commission considers, however, that public education in this respect is making substantial progress but is of opinion that active and constant efforts should be put forward by co-operation between the Federal and Provincial Departments of Health and the D.S.C.R. to see that the unjust handicap under which the trained ex-sanatorium patient suffers, through ignorant dread of contagion is removed.

Suggestion Ex-Service Men.

Early discharge from Sanatorium

That after a period in sanatorium reasonably sufficient for the education of the patient as to the care of himself and the prevention of contagion, he be allowed to return to his home if he so desires. (Montreal 362, Ottawa, 663).

Not a single serious complaint has been heard regarding the conduct of hospitals, nor of the treatment and consideration shown patients during their stay therein. Any discomfort suffered by patients has been unavoidable and attributable generally to monotony, homesickness or unrest caused by the difficulty of providing distracting occupations.

But the vexed question is, how long should hospital treatment continue? The most frequently voiced complaint has been that on account of this monotony and, in the case of married men, their enforced absence from their families over long periods, the stay at these institutions of the average patient, under the present regulations, is needlessly prolonged. A great deal of evidence upon this very important subject was submitted, both by the representatives of the Tuberculosis Veterans' Associations and by hospital Superintendents. It seems rather extraordinary that, after what seemed at first a considerable divergence of opinion, the discussion of the relative advantages of home and hospital treatment at different stages of the disease and under other varying conditions demonstrated that the Hospital Superintendents and their patients were not very far apart in their views. The patients spoke, of course, as laymen but they proved a highly intelligent and well-informed group.

It would appear, in order to secure a course of conduct which is necessary for successful treatment and also for the protection from infection of the hospital personnel, that instruction must be given and education effected which would be unnecessary with any other common disease. Some witnesses showed a knowledge of Tuberculosis even in technical details which was remarkable. The Commission nevertheless has taken care to check up their viewpoint by presenting it for revision and necessary criticism by experts.

The necessity for the admission of every case of Tuberculosis to a sanatorium in the first instance is admitted. The point is how long should he stay there? Two elements are to be considered viz., the welfare of the man and the protection of his fellow citizens. Once these two can be secured it is unquestionably the unanimous desire of the Tubercular Veterans that the patient, if he so wishes but not otherwise, should be awarded pension and allowed to go and live his own life as an ordinary member of the community.

The most important function of a Sanatorium is to so educate a patient so that he ceases to be a menace to his fellows, and at the same time instruct him as to the mode of life necessary to promote recovery. Actual supervision in hospitals is necessary to compel patients to follow the rules laid down but with rare exceptions, patients are anxious to learn and willingly follow instructions. It is found that as a rule those who are intractable while in Sanatorium are care-

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less and indifferent after discharge while those who were willing to co-operate during their hospital residence can be depended on to follow advice given for the ordering of their lives at home.

The desirability of discharging suitable cases at as early a period in their Sanatorium life as possible has been already recognized and acted upon by the Superintendent of one of the largest Sanatoria in Canada. He states as follows (Ottawa 633):—

“Q. We are asking you to give us any help you can in considering a proposition which was made to us on behalf of the Tuberculous Veterans of Canada to the effect that a man after having had a reasonable amount of Sanatorium treatment should then be discharged if he desires to be discharged and permitted to go to his family, or his own home, and receive 100 per cent pension. I am putting it to you just briefly?—A. Well, broadly speaking, sir, that has been our practice in our area. A man who has conscientiously put in treatment in the sanatorium for a year or longer, who had reached a certain, definite stage in his disease, and had perhaps got into what we might call a chronic stage, it was felt that the sanatorium, if you forced it on the man, was failing to accomplish its duty, and we took advantage then of a ruling that was made seven years ago that if, in the judgment of the medical Board sitting on his case, it was reasonable that he should do this thing, and the Board coincided and concurred as a whole, that it was reasonable, then we stated in the Board, that we concurred in his request.

“We always made him insert in the Board’s proceedings why he was requesting it, a definite request stating his reasons why he wished to forego treatment; we caused him to write something like this:

“I have completed a year or two years’ treatment. I know the state of my health. I know how careful I must be. I have a suitable place in which to live and I request to be discharged on these reasonable grounds’ We then ask the Social Service Department to investigate the home conditions, and if they said they were all right sanitary and proper conditions, we felt more convinced that we were justified in concurring and allowing the man to try a period at home. We felt that that man had been well trained and had been careful and that even if he was discharged from the sanatorium he would continue to be so. On discharge, he was informed that in doing this he need have no fear that he would be in any way penalized, because we were practically discharging him from the sanatorium but definitely at his request.

“Q. You are speaking of all cases now in which a man has spent a year or more in sanatorium?—A. Yes.

“Q. Would you discharge a bed case?—A. Very rarely unless we had every assurance that the people at home were willing to assume the control of that patient. Many times I have been asked by patients to give them reasonable refusal of treatment, because a brother or a sister had said or told them that they were welcome home. Before concurring in such a discharge, I always write a letter to the exact party who had been quoted as saying they were welcome, and they must furnish me, in writing, a statement saying that their home was open and that the patient was welcome, and that they knew how to take care of that man and assume the responsibility.

“Q. I just wanted to have in my mind how far this would extend?—A. They were more chronic types. The infirmary case rarely wanted to be discharged.

“Q. The infirmary case, that is the bed case?—A. Yes. I have a case in mind now, a boy from Prince Edward Island. He was under

treatment and wanted to go home, so I wrote to his father and mother and told them exactly his condition and they wrote back and assumed full responsibility for taking care of him, and then that boy was sent home in care of a nurse and delivered to his own people. I have another instance away out in British Columbia where a mother and father said they were willing to take their boy and were willing to take care of him. I had it in writing that they would assume full responsibility”.

Looking then to the welfare of the patient alone it may be taken for granted that if he has proper living quarters to which he may remove, if in receipt of adequate pension and not too far removed to be able to obtain medical advice when necessary, he may with safety be allowed to go home after one year's sanatorium instruction and treatment.

But the welfare of the public is also involved, and until a tuberculosis patient has been educated or until the tubercle bacilli have completely disappeared from the sputum, it is imperative, especially where the patient is in contact with young children, that he should be isolated.

The length of time necessary to educate a patient sufficiently that he may with almost complete safety return to his home varies with the intelligence of the patient and his willingness to learn. It should prove, in the case of an intelligent man anxious to co-operate, a comparatively short period. The evidence presented is to the effect that once a patient is educated, he may live at home and not expose his relatives to any greater danger than by periodical visits home on leave. Your Commission is convinced that the danger of contagion is, in the case of the trained patient, much exaggerated by the public. The answers to inquiries as to whether there were instances of infection in the families of Canadian pensioners returned home from sanatorium would lead to the conclusion that these cases were exceedingly rare, and even nurses, physicians and attendants in sanatoria had been practically free from infection unless predisposed by subnormal physical condition.

It follows from the above that if proper medical supervision can be maintained and the patients regularly examined and advised by a capable physician, once education is completed and the home conditions found to be satisfactory, patients not confined to bed can be as effectively treated at home as in a sanatorium.

Recommendation of Commission.

That the practice be adopted of permitting tubercular patients, if during treatment they have shown a proper sense of responsibility, and if they so desire, after one year's sanatorium treatment, to leave the institution unless outside living conditions are unsuitable.

Suggestion by Ex-Service Men.

No deductions for maintenance in Sanatorium

That pay and allowances should be paid to patients for maintenance. (Winnipeg 629).

If while on pension an ex-soldier is readmitted for treatment, \$30 per month is deducted from his pension, and applied to the cost of his maintenance in sanatorium. Objection was made to this practice on the ground that, while the ex-soldier is compelled to contribute to the up-keep of the sanatorium, very few civilians who are receiving identical treatment and privileges, pay anything, and that the ex-soldier should receive at least as much consideration as the

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civilian. The obvious reason however for not asking certain civilians to contribute is that they are penniless, whereas the pensioner has an income, part of which, at least, is conserved by living in an institution, and he is thus saving his cost of living at home.

Recommendation of Commission.

None.

Suggestion by Ex-Service Men.

Suitable employment or, preferably 100 per cent

That provision be made by means of sheltered workshops or home industries or other suitable periodically intermittent employment so that tubercular pensioners may supplement their pension by earnings, or preferably that in cases moderately advanced or of a greater degree of severity 100 per cent pension be paid for life, or that incipient or moderately advanced good type cases 100 per cent pension be paid for one year, and that reductions be not made at a greater rate than 20 per cent at any one time, with an irreducible minimum of 50 per cent. Halifax 124, St. John 90, Winnipeg 521, 536, 631, Calgary 324, Vancouver 323, 324, Regina 79, Toronto 1618, 1619, 1625, Montreal 372, 376, 394, 396).

First, as to sheltered workshops. Even in advocating this, the difficulties and limitations were recognized by their advocates. The great difficulty facing such a proposal is that on account of phthisiopobia, such workshops would necessarily have to be limited to men suffering from tuberculosis. Even the Red Cross Society will not, on account of the opposition of its non-tubercular workmen, admit tubercular cases into their workshops. Again, sheltered employment could only be provided in large centres. This would either compel the congregating in cities of the tubercular who wished to take advantage of the opportunity offered, something not at all to be desired, or shut out a number equally well entitled.

There was no unanimity of opinion; witnesses at Montreal (376), Toronto (1625) and Winnipeg (536) were either indifferent or opposed to institutional or supervised employment. Two specialists who gave evidence at Ottawa (188 and 657) were of the opinion that sheltered employment might have some therapeutic value but were not at all strong in its support, in fact the principal advantage mentioned by both was that it provided a means of increased income.

There are many difficulties in maintaining and operating Vetreft and Red Cross workshops even under the most favourable conditions, and when those difficulties are increased by the necessity of having to maintain such institutions exclusively for one class and further when many of the representatives of that class are themselves not by any means unanimous as to its efficacy or desirability and in some cases opposed this form of re-establishment, the Commission considers that its adoption is not warranted.

Secondly, as to Home Industries. These, like sheltered workshops, are not applicable alone to the tubercular. If the establishment of such industries were feasible they would be particularly suitable for tubercular pensioners because the necessity for associating with other workmen who may fear infection is eliminated. The evidence before the Commission on this phase of re-establishment is exceedingly meagre and such as it is will be dealt with in connection with the employment of the disabled generally.

The alternative to providing part time employment for tubercular cases was that 100 per cent pension should be paid for life in moderately advanced or more serious cases and that in the less severe cases there be 100 per cent for a

substantial period with reductions of not less than 20 per cent at any one time down to an irreducible minimum of 50 per cent. The Commission has tried to weigh the varying and sometimes conflicting considerations involved in these proposals. Immediately there arises the suggestion that to make any such arbitrary provision would be apparently to discriminate against those suffering from other disabilities. On the other hand the peculiarities of this disease make rest, quiet and freedom from anxiety a necessary part of treatment.

There is, the Commission considers, a disadvantage suffered by many tuberculous pensioners as compared with those assessed at just as great a percentage of disability on account of other ailments. The T.B. pensioner in many cases is required to take absolute rest for a considerable portion of his working day while the other man may put in a certain percentage of work without interruption during the whole day. The disability of the T.B. man is total for a portion of the time while the active man has a limited working capacity all the time, consequently the jobs for the T.B. men are more difficult to find. Employers would rather have a man whose percentage of working capacity can be spread out evenly over the whole working day than one who must put in his work at intermittent periods even though at greater intensity while actually working.

Another point brought up is that while the object of the 100 per cent pension is to permit the man to have complete rest and thus promote recovery and cure, this does not always work out for the reason that men not conscious of illness and ambitious to add to their income go to work and thus defeat the very purpose for which the total disability pension is given. There are undoubtedly cases where this has occurred and the man has broken down. All that can be said is that naturally these cases would be even more frequent if the pensions paid were less and the inducement to work that much greater.

There were many other considerations discussed but the argument of the T.B. representatives rested on two main contentions: (1) That all efforts to provide suitable employment and sufficient income consistent with proper after care were ineffective and sheltered employment, home industries and T.B. colonies were one by one eliminated; (2) That the cost to the country of 100 per cent pension would be less than the cost of maintaining the men in hospital to which they would (it was said) have to return on account of break-downs resulting from being forced to work to earn a livelihood at the expense of health.

As to the first contention, the Commission has already indicated its opinion that the country may as well recognise the futility of trying to seek, as substitutes for pension, occupations which will be remunerative and yet be suitable for the inconstant nature of the working capacity of the tuberculous pensioner. An extract from an article by an eminent specialist on tuberculosis and published in the 22nd Annual Report of the Canadian Tuberculosis Association (p. 78 Record p. 399-402) clinches the argument. He says:—

“Though many attempts have been made to furnish lists of suitable and unsuitable employment, it must be recognized that the problem is an individual one, and that rigid and uniform rules are impossible of general application....

“What is bad for one tuberculous man, in view of his condition and many sets of circumstances, may be good for another, differently placed and in a different physical condition....

“While this is the case and definite white and black lists are impossible, it should be pointed out that popular ideas are especially wrong about farming and gardening as suitable occupations for the consumptive. Both the living and working conditions on the average farm are emin-

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ently unsuitable for the ex-Sanatorium patient unless he is an experienced farmer, whose physical condition is particularly good and who in the position of owner with some capital, can select his own duties or develop one of the less laborious lines of farming.

"Market gardening which has been looked on as an easy, suitable and even poetic form of farming, is perhaps even more undesirable as a means of livelihood.

"How very rarely indeed is the opportunity for suitable employment afforded the average type of ex-Sanatorium patient, if, to the conditions existing in the ordinary labour and industrial markets, the complex of principles involved be applied as a standard. As a rule he is hopelessly handicapped and not infrequently permanently so....

"Indeed it has been found that actually the great majority of employers would far rather be called upon for a direct financial contribution than be asked to find employment for the sub-standard tuberculous man.....

"Even the 75 per cent efficient physically are practically 100 per cent disabled as far as opportunities for suitable employment under ordinary conditions are concerned. It is seldom that a full day's work is not demanded from an employee if he is to expect to retain a position permanently. It was the realization of the great paucity of opportunity for suitable occupation in which the tuberculous ex-patient could earn a reasonable livelihood without unduly jeopardizing his unstable health that justified the conclusion of Varrier-Jones that '*a consumptive with moderate disease is as utterly incapable of earning a living under present economic conditions as an epileptic.*' Apparent exceptions to this sweeping statement will of course at once occur to everyone. When these are carefully analyzed, however, it will almost invariably be found that either the character of the work or the conditions under which it is performed have been materially modified by a considerate employer, frequently a relative. Occasionally also a higher degree of skill may mitigate the handicap of the patient's physical limitations."

Further on in this Report the Commission will deal with T.B. Colonies but only as a possibility in improving living conditions rather than as an aid to earnings.

As to the second contention that 100 per cent pension will cost less, the Commission has already intimated its opinion (Report No. 3 p. 49) that this will in the end be found to be true.

The establishing of these two contentions does not however inexorably point to the conclusion that there should be an arbitrary award of 100 per cent pension for life.

Admittedly a convalescing tuberculous man is not fit from a practical standpoint, because of the prohibition imposed on him as part of his treatment, to take up remunerative employment. But while this contention of the representatives of the tuberculous men is sustained, it does not follow that the prohibition imposed will be necessary for all time and the Commission has not found in the evidence the necessary factors to support that claim.

It is readily recognized that there should be ample liberality in rating T. B. disabilities because of the beneficial effect of contentment of mind and freedom from anxiety in accelerating cure. Restoration of health and earning power is what is sought. With this in mind the Commission has already recommended an arbitrary rating in designated cases of full pension for 2 years after discharge from Sanatorium (Report No. 3, p. 49).

In addition to this there is the practice of the Pensions Board in accordance with the recommendation of the Parliamentary Committee of 1922, as follows:—

“The Committee recommend that pension awarded an ex-soldier by reason of tuberculosis should not be in any event whatsoever reduced with too great suddenness; and recommend that a reduction in pension awarded for tuberculosis be not made at any one time to any extent greater than 20 per cent.”

This practice of arbitrarily limiting the reduction of pension is inconsistent with the provisions of Section 25 (1) of the Pension Act, since the latter requires the pension rating to conform to the actual degree of disability. The Pensions Board have, however, readily accepted and put into operation the policy recommended (Montreal 372) and the Commission's conclusion hereafter on this proposal as to pension allowance for life for the tubercular is based on the assumption that this practice will continue and that reductions will not take place more frequently than half yearly.

Assuming the Commission's recommendation as to full pension for two years were adopted the practice would work out as follows: After the T. B. pensioner had received his 100 per cent for two years, he would still be entitled, no matter how much he might have improved, to have 80 per cent for the following 6 months, with subsequent half yearly reductions of not more than 20 per cent, so that his pension could not possibly entirely cease until $4\frac{1}{2}$ years after discharge from Sanatorium. But a further practice has been adopted by the Pensions Board to ensure to the pensioner the benefit of adequate medical supervision. A regulation (Routine instruction No. 236, Montreal 368) is in force which prevent T. B. pensioners being cut off entirely and provides that the pension must continue at at least 15 per cent for 2 years from the time when the pensioner arrives at the stage known to T. B. Specialists as “apparently cured.” This classification is never made until a patient has been, under ordinary living conditions free of symptoms for a period of 2 years and the regulation itself sets out that in effect it ensures pension and medical supervision for an approximate period of 5 years at least after discharge. The maintenance of the pension, of course, automatically involves periodical re-examinations which are desirable to detect recurrences.

The foregoing has in mind a pensioner who has so improved that the arbitrary percentage of pension awarded under these provisions is really considerably greater than his actual bodily disability. As to the man who does not improve, it must be remembered that nothing in the foregoing prejudices his right to receive pension commensurate with his disability, for example, if at the end of the 2-year period he is still a chronic invalid, the 20 per cent reduction is not made, and he may be paid a pension according to his total or partial disability for the rest of his life. Neither is it to be assumed that even if a man has substantially recovered there is anything in the recommendation made or the practice in force to prevent the Pensions Board giving full effect to any handicap which he may suffer by being prohibited on account of fear of recurrence from engaging in activities open to a normal man of his age.

It should also be remembered that if a relapse should occur and symptoms of renewed activity develop, the patient would automatically be restored to 100 per cent and continue, as in the first instance, at that rate for a period of two years. In other words after a relapse, the right to full pension for a 2-year period becomes again operative and the same system of limited reductions resumed.

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Recommendation of Commission.

1. The Commission is convinced of the futility of attempts to provide special employment for the convalescing tuberculous in an endeavour to afford opportunity for earning wages to supplement partial pension. 2. The Commission refers to the recommendation as to the payment under the circumstances set out in Report No. 3 (p. 49) of full pension to the tuberculous for 2 years after discharge from Sanatorium. 3. The Commission further recommends the continuance of the practice of not reducing T.B. pensions by more than 20 per cent after any re-examination and that these reductions be not made more frequently than half yearly.

Suggestion by Ex-service Men.

Specialists to state opinion as to rating

That in the province of Manitoba the decision as to pensions for tuberculosis be made by the local chest clinic. (Winnipeg 534).

One situation for which a remedy was sought was the delay due to the roundabout procedure of applications made to the sub unit office having to go to the unit at Winnipeg and thence to Ottawa. The idea was that since these cases were, under the present practice, dealt with at the local chest clinic acting in an advisory capacity, it would increase neither the work nor the expense of the clinic to have it make actual decisions instead of reports. This would be to adopt the principle of local autonomy. Canada's unique position in vesting exclusively in the authorities at Ottawa the power to make effective decisions has already been pointed out and the opposite practice in other Countries indicated (Report No. 2 p. 15). Unless the policy of decentralization is to be adopted nation wide the above suggestion could not be favourably entertained.

There is another element in the proposal and that is, the desirability of having the opinion of experts as to the degree of disablement under which the man suffers instead of confining their function to describing the stage of progress or of cure of the disease. It cannot be denied that the Specialist in the clinic is in a more favourable position to estimate the percentage of disability because it is he who, instructing his patient, fixes the hours of rest or work and who, therefore, directly determines his capability to earn a living. In other words, the prohibition imposed upon a tubercular patient should be the basis for pension, and not the classification now used of "quiescent," "apparently arrested," etc.

The suggestion is, not that the chest clinic specialist should take the place of the local pensions medical examiner, but that the specialist in expressing his opinion should do so in terms of percentage of disability and not solely in an abstract description of the patient's condition. Exactly the same principles apply concerning the reports of the sanatorium specialists. If, however, the recommendation of the Commission as to full award on discharge is adopted there would be no necessity for sanatorium reports to state percentages.

Recommendation of Commission.

That Tuberculosis Specialists in reporting on pensioners coming up for re-examination should not only describe the physical condition of the patient and the stage of the disease but should definitely state what, in their opinion, is the percentage of the pensioner's disability.

Suggestion by Ex-Service Men.

One-third increase in T.B. Pensions

That the present standard of pension be increased by one third in cases of tuberculosis. (Calgary 329).

Obviously this suggestion could not be adopted. It would be regarded, and rightly so, as discrimination. In principle the standard of pension rates is based on average living costs and like all averages must apply equally to all, and cannot be altered to fit each individual case or class.

The ground for the request was that those suffering from Tuberculosis require more expensive food and better living quarters. While there is to a minor degree some merit in this contention, the Commission has tried to make its recommendations in connection with pension ratings sufficiently ample and unmeasured as to fairly make allowance for such special conditions as surround the tubercular.

Recommendation of Commission.

None.

Suggestion by Ex-Service Men.

Retroactive Pension for T.B.

That when pension is awarded for tuberculosis it be made retroactive for the period during which the ailment must have previously existed as indicated by the progress which the disease had made at the time of the application. (Vancouver 332).

It is a fair presumption that if the disease has progressed sufficiently to have caused a disability the ex-service man would apply for treatment, and therefore pension dating from that time would cover all actual disability. Under these circumstances to allow retroactive pension would be to base pension upon the presence of the disease and not, as is the rule, on the disability arising therefrom. This principle was recognized when the Pension Act was passed and is embodied in Section 28(b) as follows:—

“28. Pensions awarded for disabilities shall be paid from the day following that upon which the applicant was retired or discharged from the forces except,—

“(b) In the case in which a pension is awarded to an applicant the appearance of whose injury or disease which caused his disability was subsequent to his retirement or discharge from the forces, in which case the pension shall be paid from the day upon which the application for pension has been received”.

In the opinion of the Commission there are no special considerations in the case of the tubercular which justify an alteration in this general and long standing statutory provision.

Recommendation of Commission.

None.

Suggestion by Ex-Service Men

Extension of time for presumptive attributability

That regulations be adopted to the effect that, if signs and symptoms of tuberculosis appear within three years after discharge, it shall be presumed that the disease was incurred during service, or in the alternative, that the period of one year now generally allowed for the purpose of such presumption be extended. (Ottawa 684, 597, 656, 328, St. John 44, Calgary 328, Vancouver 313, Regina 67, 71, Montreal 57.)

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In some places the representatives of the T.V.A., even went the whole length of advocating that the burden of proof be shifted entirely, and consequently that T.B. in a ex-soldier be presumed to be connected with service no matter how long after discharge it appeared. The suggestion above summarized was a modification of this much more drastic proposal. (Halifax 121, Montreal 56, Calgary 322, Regina 63). The general request as to shifting the burden of proof is dealt with under the heading of "Procedure" since this applies not only to T.B. but to all other disabilities as well.

The serious difficulty in T.B. cases is to determine whether the disease began before or after discharge. If before, then it was "incurred" or "aggravated" "during service" and is pensionable, while if after, it is like any other ailment suffered by the ex-service man in civilian life. The progress of the disease varies remarkably in different persons even in the same environment, and, with the most efficient aids to diagnosis, expert and experienced specialists find in numbers of cases great difficulty in expressing any assured opinion as to the time of onset. In view of the far-reaching effect which these opinions have on the rights of an applicant and the indistinct nature of the conditions on which they have to be based, it has been thought well by the Pensions Board to adopt a working practice under which a presumption is generally made that if signs and symptoms appear within one year after discharge the disease can be fairly said to have been present during service. This does not take the form of a hard and fast regulation but is an instruction issued for the guidance of pension medical advisers and examiners to aid them in coming to a conclusion as to whether the disease was present at discharge. It states that: —

"Cases of pulmonary tuberculosis with signs and symptoms becoming apparent within one year after discharge, shall be considered as due to service. It is assumed that the length of service shall form a reasonable ratio to this term, and the conditions after discharge have not been such as would be more likely to predispose to tuberculosis than would those of service." (Chapter 4, Section 4, Clause 15.)

It was sought on the hearings to get from the specialists some reasonably definite idea as to how long the disease could have existed without being apparent. If any definite opinion could be expressed on this point then it would at least be possible to reason back from the date when the symptoms were discovered in any given case and say whether the disease could have existed at discharge. The specialists considered that the variations in the onset and progress of T.B. made it impossible to fix any term which would reasonably cover all cases. Naturally, they contended that from the medical standpoint the scientific way in which to decide when the disease began was to investigate each case on its own history and symptoms and express an opinion on the facts of that case alone. When asked their opinion as to the advisability of fixing a period within which, if disease appeared, it should be presumed to have been incurred on service they considered that such a presumption should be a matter of expediency for legislators rather than of expert opinion by professional men. (Ottawa, 622, 681, 683, 686.)

Legislators would naturally be governed by the law of averages. In making the present rule the Pensions Board no doubt considered that, since a very large proportion of the cases in which T.B. appeared within the one-year period after discharge were, after investigation, granted pension, then the few who were unable to produce the required evidence might as well be admitted also, particularly since it never could be said with positive certainty that they were not entitled. Admittedly the one-year presumption is made as an expedient and not as a scientifically exact rule.

The question as to whether this one-year period should be made longer depends, then, on whether the underlying basis of expediency will still obtain.

If it is found that nearly all cases in which the symptoms do not appear until two or three years after discharge are pensioned, then the delay and annoyance and expense may as well be eliminated and pension be conceded on the simple fact being shown that the disease manifested itself within that time. There is a great dearth of information as to this crucial point.

The consensus of opinion of those most competent to judge as expressed before the Commission was that practically all tuberculosis first presenting symptoms during service or within a short period of discharge were cases of reactivation of a condition present in childhood or youth. Further proof of this is furnished by the fact that the ratio of incidence of tuberculosis among ex-soldiers is practically the same as the incidence of tuberculosis in the province from which they enlisted. It is unreasonable to assume if the disease originated on service that soldiers from Nova Scotia would develop, as is the case, tuberculosis three times as frequently as soldiers from Alberta because on the whole, each group was faced with the same strain and exposure and lived under the same conditions. If then it is true, that in almost all cases where pensions are now being paid, attributability is based on "aggravation" during service, it is at least probable that such aggravation would reveal itself by clinical evidence within one year following the exciting cause.

No figures have been obtained so far which indicate what proportion of the cases admitted to pension showed their first signs and symptoms of T.B. after one year from discharge. The general statement was made by the Director of Medical Services in 1923 (four years after demobilization) that of the cases applying at that late date, only about 10 per cent were rejected and this estimate was corroborated by one of the assistant medical advisers (Ottawa 593). One of the foremost specialists in Canada (Ottawa 684-5) told of his investigation of a residue of cases which had been the subject of controversy and which were getting into the two year period after service. The result of his examination of 71 cases was that only 11 were rejected and of this 11 some were afterwards admitted. It might be argued that of those who wait four years after discharge before applying there must be a large number whose symptoms have only recently appeared and that the fact that 90 per cent are still admitted shows that T.B. appearing long after discharge can be presumed to have existed on service; but there are too many chances for other factors to operate to warrant using these figures as a basis for anything more than they indicate on their face. First, they are only impromptu estimates. Secondly, the 10 per cent rejected may be largely made up of these very cases where the disease manifested itself after one year and the admission of the other 90 per cent would, therefore, prove nothing, and thirdly, the disease when it was discovered may have been so well developed as to indicate unmistakably that symptoms must have appeared within the year even though they were unnoticed.

Whether it is likely that a disease, the symptoms of which have just now been discovered, existed on service, depends on at least two things, first, how long a period has elapsed since discharge, and the second enquiry necessary is, what headway has the disease made, because the condition might be so incipient as to show clearly that it could not have existed ever since discharge and not have made further progress. While the present presumption affords a good working rule for a period which is close to discharge it is not exact since it omits to take account of this second factor, viz., degree of progress at the time of application. This is evidently because it is always barely possible that even incipient T.B. may have been smouldering for a year and that consequently it was thought not worth while to draw distinctions between the different stages of the disease found within that short period. But if the period of presumption is to be lengthened a reciprocating requirement would have to be introduced as to the stage of development. It could hardly be urged that incipient disease discovered say two years after discharge is so invariably found to be connected

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with service as to warrant a general regulation admitting that conclusion in all cases.

In the United States both the stage of development and the lapse of time are considered and definite statutory rules are made. (Montreal 64, Regina 67). Under these rules if the patient shows active T.B. to a 10 per cent degree within two years it is presumed to have been incurred "in line of duty." In other words, that condition is considered severe enough to warrant the presumption that it existed back to the period of service and has been progressing since that time. But in the United States they go a step farther to provide for the man who does not present himself until long after the two years. Since they are without first hand knowledge of his condition within the two years they have made elaborate provisions for judging from the present condition what the previous condition was. For example, if there is cavity formation to the extent of two entire lobes of the lung three years after discharge, it will be presumed therefrom that the 10 per cent was present within the two year period. If, however, the present condition is less serious, namely, "moderately advanced," then it must show itself within two years and nine months to give the applicant the benefit of the presumption, and in cases still milder, namely, "minimal stage," the appearance must have been within two and one-half years. The plan is, that a certain stage of progress of the disease within a certain time raises a presumption that at least a 10 per cent degree existed within two years after discharge, and this presumed existence of 10 per cent within two years raises a further presumption that the disease must have existed at discharge and is therefore pensionable.

The difference between the United States and Canada is that, in the former, in order to prove that the disease was connected with service the T.B. patient must show within two years a condition of active T.B. to the extent of 10 per cent, while in Canada no certain stage of development is required to have been reached so long as some symptoms no matter how incipient have manifested themselves within one year. In the United States the rule is absolute, in Canada it is only a presumption.

In Great Britain T.B. cases are dealt with similarly to any others and no presumption is made.

On the basis of the United States regulations any change in the Canadian provision would be by way of making a certain present degree of severity conclusive or at least presumptive evidence that there were signs and symptoms within a year after discharge and thus by a process of relays tying the present condition up with service. If the Commission had any definite reliable evidence whatever that where conditions such as those described in the U.S. regulations are found, the disease must with rare exceptions go back from two to three years then it could fairly recommend that all such cases be admitted. The saving to the other (say) 95 per cent of the worry of painfully gathering the required evidence to show that their ailment was connected with service would quite justify letting in an odd case which would have been shut out if examined on its merits. But no such evidence has been forthcoming. Two Specialists were asked by the Commission to speak on this point. Both of whom enjoy, the Commission believes, not only the confidence of the profession but of the Tubercular ex-service men as well. One on being insistently pressed for an opinion declined to generalize and always came back to the statement that

"every case is an individual case and must be established on its own merits." (Ottawa 686).

and again,

"every case is a case unto itself and I think ought to be dealt with on its own merits." (Ottawa 683).

The general effect of his evidence that from a medical viewpoint no set period after discharge could be fixed for the appearance of service Tuberculosis and his only experience cited from which any average could be deducted was in the examination of the residue of 71 cases spoken of above (Ottawa 681-3-4-5).

The other Specialist when asked as to the practicability of establishing an arbitrary time limit said

"I can think that many patients would come under the three year clause who would have no right whatever to come on the Country."
(Ottawa 597, 617).

And this was reiterated later (Ottawa 617).

Without any evidence whatever (except the United States regulations) that Tuberculosis found three years after discharge is generally recognized as having been incurred during service the Commission feels that it is not warranted in recommending that a statutory presumption do duty for clinical and historical evidence in the individual case. The Commission does feel, however, that there is not a clear appreciation of the fact that in order to connect up Tuberculosis existing to-day with service, or in other words to show "continuity," it is not always necessary to show actual intervening manifestation of the disease. "Continuity" only means the continuous existence of the disease, and if the clinical findings and opinions as expressed by experts are to the effect that, from the condition found, the history and other circumstances which are regarded as valuable in diagnosis, the disease now shown existed during service, that should be regarded as showing continuity although interim symptomatic evidence is wanting.

Recommendation of Commission

None—further than the recognition of the above principle in deciding as to continuity.

T. B. COLONIES AND HOUSING

Not only does the Commission consider that the establishment of T.B. colonies with any idea of providing an opportunity to supplement partial pension is impracticable as being unremunerative, but the scheme is not favoured by representatives themselves. Even where sheltered employment was favoured. (e.g. Calgary) Colonies were opposed. Aside from the fact that Colonies offer no advantages which cannot individually be obtained, is the objection to supervision common to all men and perhaps particularly so to the hyper-sensitive consumptive. Rules and regulations will only be submitted to if self-interest or the good of one's fellow-man is dependent upon their observance. The representative at Winnipeg (Winnipeg 536) gives as his opinion that any organized system of after care is undesirable; the Montreal representative insists (Montreal 323) that even social service and follow-up activities are of little value and the whole is summarized (Toronto 1625) by the Secretary of the T.V.A.:—

"A. In discussing 'Sheltered Employment' one is met with the deep-rooted conviction in the majority of T.B. patients that these necessarily take the form of Colony Schemes, Segregated Areas, or Vetcraft Shops, so I propose to state the objection to all these. Firstly, the impression of Colony Schemes is a 'large community centre governed by irksome, strict rules and regulations that would suggest an Army Camp.' A hot bed of social strife owing to the limited change of environment, boredom from monotonous routine, and officialdom necessary for the maintenance of said rules and regulations. . . .

"I think the Colony Scheme is very desirable in this part of the Country and in many other parts, but there is a deep-rooted objection

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to it. Because the Scheme has been advocated in different parts of the Country it has been shown that because of the climatic conditions being different the needs of the men should receive different treatment and they should be permitted to make their own presentation as to their needs. . . .

“Q. Do I understand you to say that no Colony Scheme in the Province of Ontario would be practicable?—A. It would be absolutely impracticable and undesirable.”

It has been represented however to the Commission by tuberculous patients at Tranquille Sanatorium and by members of the local Red Cross Branch at Kamloops that some patients particularly those from the coast cannot return to the moist atmosphere and low altitude of their homes without detrimental effect upon their health. The conditions at Kamloops which is situated in the so-called Dry Belt are claimed to be unique on account of the dryness of the air. Persons treated for tuberculosis in this atmosphere must in some instances remain a considerable time in the locality after the disease is arrested.

A rather ambitious plan was worked out two or three years ago aiming at the establishment at Kamloops of a model village but the aversion as already noted of the Tuberculous men to colonies or segregation destroyed any hope that such a scheme would prove successful. Men unwilling to live in Colonies or model villages are, however, quite anxious to remain in the vicinity of Kamloops and would do so if ordinary places of residence were available for their accommodation. It is claimed that there are none such—practically every house is occupied and the number built annually is insufficient for the ordinary demand. Under these circumstances, it is asked that a small number of houses suitable for families, one member of which is tuberculous, should be erected and rented to ex-patients of the sanatorium at a rate sufficient to carry the cost of the land and construction. The Red Cross Branch at Kamloops undertakes to look after the selection of tenants, collection of rents, and general supervision of the properties. It is said that suitable houses can be erected for three thousand dollars each, or less.

The Commission recognizes the danger of recommending an innovation which may elsewhere be pointed to as a precedent but believes that the conditions at Kamloops are really, as claimed, unique in Canada and that there is no other district with Sanatorium facilities where similar conditions prevail. The Commission with this in mind feels that the request should be granted but, as there is no certainty of the number who would avail themselves of the chance to rent such houses, that not more than five be erected, and on the understanding that the Red Cross Society agrees to become responsible for the general direction of the whole project.

Various other suggestions respecting special housing facilities for the Tuberculous were made but the Commission is not prepared to go farther than to recommend the above as an experimental project under special conditions and not as a commitment to any general policy.

Section 4. The Chronic Pulmonary Conditions Not Tuberculous

Suggestion by Ex-service Men.

That a minimum rate of pension varying from 50 per cent to 100 per cent be granted to men suffering from chronic bronchitis, asthma and kindred ailments, for a fixed period of not less than six months following their discharge from hospital. (Halifax 123, Montreal 482, Regina 72, Calgary 336).

At Halifax the recommendation was simply that these cases be adequately pensioned. At Montreal, Calgary and Regina it was requested that they be considered as total disabilities for at least six months and that the pension be

not reduced more than 20 per cent at any one time thereafter. The representations on behalf of these men were based largely on the contention that sufficient recognition was not given to the severe effects of asthmatic and bronchitic conditions on working capacity. Cases of bronchitis are not infrequently admitted to Sanatorium for observation as suspected tubercular cases and the men, after having been allowed prolonged residence there, have been discharged as non-tuberculous. While for the first six months after discharge the Bronchitis case may be severely handicapped, after that time improvement may be more confidently looked for than in the case of the tuberculous. Bronchitis and tuberculous cases having however been associated for a long time in the Sanatorium, not unnaturally, come to the conclusion that there is some relation between the bronchitis and tuberculosis and that following discharge both should receive the same consideration as regards pension.

The fact is that the only relation between tuberculosis and other pulmonary conditions such as asthma, bronchitis, emphysema, etc., is that they all occur in the chest. Otherwise there is no connection whatsoever.

The Commission can see no reason why pulmonary conditions other than tuberculosis should be considered for pension upon a basis different from that of other diseases. It fully recognizes however that many asthmatics and chronic bronchitis cases are handicapped as completely as the tubercular and may, in addition, suffer keen distress upon the slightest exertion. There is the further fact that they may be completely incapacitated for outdoor work during the winter months. All these elements emphasize the necessity that generous consideration be given in assessing the degree of their disability.

Recommendation of Commission.

None—further than as indicated by the above.

Section 5. The Insane

Considerable discussion took place on the Hearings before the Commission with regard to the regulations in force relating to the insane. There apparently exists some misunderstanding of the principles and practice due in no small degree to the complexity of these special provisions. The regulations particularly referred to are contained in P.C. 580.

As would be expected, cases of insanity are dealt with somewhat differently from other disabilities. For instance, when an insane ex-service man is in an institution, sufficient money is paid for incidental expenses but his general pay and allowances are withheld. His dependents are paid what they would have received in case of his death, and on discharge from the institution an adjustment is made. If the amount which he would have received for pay and allowances is greater than the amount paid to the dependents the difference is paid and the man is put on pension; on the other hand if the amount paid to the dependents has been greater than pay and allowances no refund is asked for. (Vancouver 130).

Contrary to the practice which is followed respecting other ailments, cases of insanity are not put on pension when further treatment appears to be hopeless. Even though the case is incurable the man is kept on a basis of "Treatment with Pay and Allowances" for life. This only applies, of course, to those whose insanity is connected with service.

There are cases where the patient is entitled to pension for some disability other than the insanity; under these circumstances the pension may be paid to the D.S.C.R. and be applied by that Department on account of maintenance, but more often it is paid by the Pension Board to the man's dependents when necessary for their support.

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CLASSIFICATIONS FOR TREATMENT

P.C. 580 contains no less than five different classifications of ex-service men suffering from mental derangement. These classifications depend on the time of onset of the trouble and its relation to service. The man is examined and placed in one or other group and the classification so made determines whether or not he shall receive pay and allowances together with treatment, or whether treatment alone shall be given, or whether he shall be entitled neither to pay and allowances nor treatment but handed over to a Provincial Institution. The net result of these classifications is that institutional care and treatment are given to certain men whose insanity is not related to service.

Those who are interested in these men are not unnaturally confused by this prolixity of regulations. It should be remembered that they only apply to treatment and that pension for mental afflictions rests on exactly the same principles as for other disabilities. The pension is applied somewhat differently on account of the applicant's unfitness to handle it personally but the grounds of entitlement and the amount of award do not differ from other cases. The practice is for the Pensions Board and the D.S.C.R. officials to confer so that it may be known whether the Pensions Board will, if the question of pension comes up for decision, concede that the disability is connected with service. This enables the D.S.C.R. officials to place the applicant in the appropriate classification under P.C. 580 and to give him treatment and allowances to the extent to which the classification entitles him.

RECURRENCES

It developed in a discussion in Montreal (77-80) that if a man was pensioned for mental trouble incurred during service which became apparently cured, and if after September 1, 1920, the mental trouble appeared again, pension would not be restored unless the ailment was shown to have been attributable to service. This ruling comes about from the interpretation placed on the Pension Act to the effect that the "Insurance principle" was abrogated after September 1, 1920, (see Report No. 1, p. 44-47). This has been corrected by the 1923 Amendment to Section 11. It is assumed that the ruling that the recurrence must be shown to be "attributable" would not now be made and that in mental cases as in all others the fact that the disability is one resulting from injury or disease incurred on service would be considered as entitling the applicant to pension.

Suggestion by Ex-service Men

Old Section 25 (3) as applied to mental cases

That the classification which permits of refusing pay and allowances to a man who is discharged owing to a mental disability be modified so as not to affect those entitled to pension under section 25 (3) (now 11 (1) (b).) (Toronto 1739).

P.C. 580 divides those who are not mentally responsible into five classifications: (a) those suffering from a mental disability which either developed during or after service, but which is admittedly attributable to or was contracted on service; (b) those suffering from a mental disability which either developed during or after service but which was aggravated on or by service; (c) those discharged from service owing to a mental disability not attributable to or contracted on nor aggravated on or by service; (d) those who, while on pension or undergoing treatment for some disability other than mental, have developed mental disability not attributable to or contracted on service; (e) those discharged A-1 who have subsequently developed a mental disability not attributable to or contracted on service.

Further on the Order in Council sets out the extent of the treatment and allowances to which each of these groups is entitled. The provision for those in classification (c) is that they are maintained in an institution, and their clothing and money enough for incidental expenses is provided, but they are not entitled to pay and allowances.

The point is made that the terms of classification (c) are broad enough to include a man who served in France and who was discharged with a mental disability. This man would be entitled to more than is specified for group (c). He would be entitled under Section 25 (3) (now 11 (1) (b) to pension for his full disability on discharge and would, of course, be entitled to have full pay and allowances while under treatment; but if he were tied down to the benefits which the Order in Council gives to those in class (c) he would be deprived of pay and allowances.

Perhaps exception was made for most of the men who got to France and the Order in Council was not regarded as excluding them from the benefits to which they are entitled quite irrespective of its provisions. Possibly some were put in classification (a) since their disability although not *in fact* attributable to service was so attributable *in law*, by reason of section 25 (3). The wording of the Order in Council does justify apprehension, however, that some men who served in a theatre of war may have been treated no differently from the others who are covered by group (c), and that on account of their insanity, and there being no one with the same interests in the matter, the error has remain uncorrected. This apprehension is strengthened by the circumstances that statistics furnished to the Commission show that over 50 men who served in France are classified under group (c).

Recommendation of Commission.

That careful examination be made to see that those who served in a theatre of war and are entitled to the benefits of Section 25 (3) now 11 (1) (b)) have not been deprived of pay and allowances nor of pension on account of their special statutory rights being overlooked.

Suggestion by Ex-service Men.

Insurance principle to apply to Insane

That clause 9 of P.C. 580 be amended so that the benefits of treatment, etc., will be extended to cases of mental derangement incurred during service as well as attributable to or aggravated by service. (Toronto 1743).

This suggestion arises, it is thought, from a misunderstanding of the effect of the provision of P.C. 580. The sections in Clause 9 which confer certain benefits on mental cases refer to disabilities "attributable to" or "entirely attributable to service". This was evidently taken to mean that the service must have caused the disability or, in other words, as not recognizing the "insurance principle" which has been so often discussed. This contention overlooks the fact that the definition of a "disability attributable to service" includes, according to Clause 1 (G), "an injury suffered or disease contracted on service or the result of an injury or disease aggravated on service".

There is, therefore, no intention apparent in this Order in Council to eliminate the "insurance principle" in dealing with these cases.

Recommendation of Commission.

None in view of existing regulations.

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Section 6. The Neurasthenics

Like the more serious mental cases, special provision has been made for those suffering from neurasthenic or hysterical conditions. When treatment was first instituted for these men it was early recognized that compensation in the form of pension was unsatisfactory for the reason that it induced the men to lean upon this and make no effort to recover their nervous stability. Accordingly, it was laid down by Section 29 (12) of the Pension Act that a lump sum not to exceed \$500 could be granted to such men with the idea, which was conveyed to them, that this was a final payment. Placed upon their own resources in this manner, the system proved of great value and many men, who might otherwise have dragged along for years on pension, succeeded in recovering their health and their capacity to earn a livelihood.

An attempt was also made, following the recommendation of the Parliamentary Committee of 1919, to further assist these men by providing employment. There were probably two ideas in mind: firstly, to afford distracting occupation, the effect of which would be to promote the man's recovery, and secondly, to afford relief in cases of need without the badge of actual charity.

It was urged at the hearings at Regina (22) and at Winnipeg (155-171) that employment be continued to these men and, in effect, that the D.S.C.R. take full responsibility for seeing that they receive a living wage. Cases were cited of which it was complained that the remuneration which had been allowed men in this category was too low. It was overlooked, however, that the very essence of the provision was therapeutic and that allowances for work were on a relief basis.

Those who framed Section 29 (2) of the Pension Act evidently quite clearly foresaw the situation which has, during the past five years, developed. The stages contemplated by that Section were: first, an attempt to cure by making to the men a lump sum final payment and thus putting him on his mettle; secondly, if such payment did not produce the desired effect, giving him further treatment with a small living allowance; thirdly, if this did not result in cure recognizing the futility of further effort and awarding pension.

The Commission is of the opinion that in view of the fact that five years has elapsed since demobilization, all the good effect which could have been expected from treatment of these neurasthenics, either by way of institutional care or of employment, must by this time have been obtained and that further effort along this line except in the most unusual circumstances, is valueless. The Commission therefore believes that these cases should be now considered for pension on the principles applicable to all disabilities.

The representative who advocated departmental responsibility for employment and maintenance, recognized that if the authorities were willing to substitute pension in these cases, and to assess the disability in the same manner as for any other disease this would meet the difficulty quite as well. (Winnipeg 169).

The general complaint was that the ratings for disabilities of this class did not fairly represent the degree of working incapacity present. The Commission considers that there is evidence that some of these cases have not been rated as liberally as was warranted. The excuse may be offered that it was feared that recognition of subjective symptoms would militate against recovery and tend to perpetuate the very condition it was sought to cure. Once a case is regarded as not capable of further improvement by "suggestion," this excuse disappears and there can be no reason for rating the disability otherwise than according to loss of earning power which the condition causes. As above stated, in the Commission's opinion this time has now arrived.

The Commission has already indicated its strong conviction that despite the absence of objective symptoms, neurasthenia produces a lack of earning power which is just as actual as that from an injury which might be described in a Table of Disabilities. (Report No. 1, p. 116).

Section 7. The Syphilitics

Suggestion by Ex-Service Men.

Diagnosis and effect of V.D.S.

That more adequate safeguards be provided to prevent any error of diagnosis of V.D.S., and that when estimating the disability arising from other diseases less emphasis be placed on a positive Wassermann test (Toronto 390).

The Commission has already dealt with the provisions of Section 12 (1) of the Pension Act which prohibits pension when the death or disability was due to "improper conduct." The Commission has made recommendations for amendment to this Section, confining it to improper conduct on service, and for a change in the procedure so that the discretionary power to award pension, even in the latter case, should be generally exercised. (Report No. 3, pp. 11-13).

The witness presenting the above suggestion had particularly in mind the undue importance ascribed by Pension doctors to a positive Wassermann test in diseases in which the influence of syphilis could not be positively disproved but in which syphilis may have had no influence whatsoever.

It is contended that far too frequently when a Wasserman test is shown to be positive, other conditions, particularly diseases of the heart and of the arteries, are immediately assumed to have been due to syphilis and pension is refused.

There were instances presented from which the Commission has formed the opinion that the presence of syphilis no matter how latent instinctively creates a tendency to rest the case there and not to pursue the enquiry, as to the real cause of the disability, with the same open-mindedness as would otherwise be shown.

There has been in fact a general inclination, not only on the part of the authorities, but by the public generally, to regard disabilities in which syphilis might have played some part as not worthy of the same diligent and enthusiastic investigation as other cases, and the Commission is satisfied that in the result, men have been prejudiced.

The general application of the Wasserman test and its sensitiveness in discerning the presence of syphilis, which could not be detected otherwise, increases the necessity that the utmost caution be used in ascribing to syphilis any portion of the disability for which pension is asked, because many men whose spinal fluid would give a positive Wassermann reaction are in perfect health, are no more subject to disease than others, and might live quite as long as if never infected.

Refusal of pension on the ground that the disability is due to syphilis, should be confined to cases where the relation between syphilis and the condition presented is direct and clear, rather than a possibility which perhaps cannot be refuted.

Recommendation of Commission

That steps be taken to ensure that the considerations above mentioned are given full effect in dealing with cases where there is a suggestion that the disability has been contributed to by syphilis and further that pension should not be refused except in cases of recognized syphilitic origin, or where other evidences of syphilis aside from blood reaction are present.

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Section 8. Dentures.

Suggestion by Ex-Service Men

That when teeth are extracted as part of treatment for a disability connected with service dentures should not only be furnished in the first instance but should be renewed when necessary. (Toronto 839).

Complaint was made that in some cases, although dentures were furnished, they were not replaced as would be done in the case of an artificial limb. The rule now is that if the teeth are lost as the result of service, the denture is supplied and repaired or replaced whenever necessary. If, however, teeth have been extracted for treatment purposes only, the denture while supplied in the first instance is not renewed. It is urged that if teeth are extracted in order to minimize the disability and, as a result of this, improvement follows and pension is decreased the State having gained to the extent of the reduction in pension is thereby made liable for supplying and maintaining a denture.

Recommendation of Commission

That dentures supplied as part of treatment for a disability connected with service be maintained and renewed by the D.S.C.R. except where such maintenance or renewal has been made necessary by the negligence of the applicant.

PART FIVE

VARIOUS MATTERS PRESENTED AS RELATING TO PROCEDURE ON APPLICATION FOR PENSION OR TREATMENT

Upwards of Seventy-five suggestions were made on this subject by the representatives of ex-service men. Many of these proposals were covered or partially covered by existing Regulations or practice—others were, after discussion, modified or not pressed—and again others were not at all within the scope of the Commission's work. It would extend the Report unnecessarily to refer to each separate suggestion, good, bad or indifferent, and discuss and dispose of it. The Commission has, therefore, endeavoured to consolidate those which appear to it to be similar in general character although they were presented at different places and contain differences in detail. Generally speaking, and with the above eliminations, only those proposals will be discussed which contain some point sufficiently meritorious to be entitled, in the opinion of the Commission, to favourable consideration.

There are instances, however, in which there is some discussion of suggestions which are not recommended favourably, but the Commission has tried to confine these instances to matters which were thought to be too important to dismiss summarily. The references to the pages of the evidence will show the particular local form in which the suggestion on the general subject was put forward at the various Hearings. The suggestions are dealt with in the order in which they would likely come up in the case of an applicant who is seeking treatment or pension.

Suggestion by Ex-Service Men

Publicity as to Regulations

That more effective action be taken to inform ex-soldiers and their dependents as to their rights and privileges in connection with treatment and pension. (Halifax 352, St. John (P.E.I.) 65-66, Montreal 24, Calgary 106, Winnipeg 443, Regina 51).

The immediate necessity for the publication of a non-technical handbook was clearly stated by the Commission in Report Number 2 (p. 9). A similar recommendation was made previously by the Parliamentary Committee of 1922. (1922 Parl. Com. Report, p. X and XI).

Recommendation of Commission

Reference to recommendation previously made in Report Number 2, page 9, as follows: That a handbook be prepared for general circulation, setting out succinctly, and in non-technical language, information:

- (1) As to the rights of ex-service men and their dependents respecting pension and treatment, and outlining the procedure to be followed;
- (2) As to the various other activities of the D.S.C.R. and the rights and privileges of ex-service men and their dependents in respect thereto, and the method whereby these rights and privileges may be exercised.

Suggestion by Ex-Service Men

Access to File of applicant.

That the applicant or his representative have, under supervision, reasonable access to his file for the purpose of preparing his case. Halifax 78, 123, St. John 68, Montreal 30, 34, 37, Vancouver 68, 329, Calgary 322, Regina 7, 71, Winnipeg 98, Toronto 362).

This matter was strongly pressed at every hearing of the Commission from Coast to Coast, and substantial reasons were given for permitting the applicant to see his file. The practice of refusing access to the files was adopted by the D.S.C.R., from a similar practice laid down by the Department of Militia and Defence (now the Department of National Defence) in a letter issued under date of January 20th, 1920. (Halifax p. 78, 79). Some objections were pointed out at the Hearings to releasing to the applicant information of a confidential nature which might be on his file. It was suggested that medical men would hesitate to express their real opinion of the case if such were to be divulged and that in some cases domestic tranquillity might be disturbed. The Commission considered that the governing principle should be the right of a man to know the grounds on which his case was being decided, so as to be in a position to refute, if possible, anything damaging to his claim. It is the opinion of the Commission that all information on file which has or could have any bearing on the applicant's claim should be accessible to him. The opinions of medical men are expressed every day in open Court without hesitation, and in Pension and Treatment cases the medical men or investigator who furnishes the opinion or the information is generally an officer of the Department and is paid for this very service.

The views of the Commission were set out in Clause (h) of the proposed Appeal Procedure (Report Number 2, p. 17). This was incorporated in the Bill passed by the House of Commons (Bill No. 205, Section 11 (9)) but was subsequently struck out.

Recommendation of Commission.

Reference to Report Number 2, at p. 17, as follows:—

for the purpose of preparing the case the soldier adviser, the applicant or some one person authorized by him in writing to have reasonable access to the applicant's personal file in the presence of a D.S.C.R. official.

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Suggestion by Ex-Service Men.

Officials assisting applicant as to evidence required.

That D.S.C.R. and Pensions Board Officials should co-operate with the Applicant by advising him, if more evidence is required, of the nature of such evidence, and by assisting if possible in collecting it. (Vancouver 26, 27, 76, 77, Regina 42, Toronto 245, Halifax 53, Montreal 22, 23, 26).

This is already dealt with in Report No. 1, at p. 119. The statement there made is repeated below. Since Report No. 2 was presented, the recommendation of the Commission as to appointing Soldiers' Advisers has been carried out. This, with the adoption (if and where not already done) of the general principles below stated, should ensure an interested and aggressive presentation of all the just claims of applicants to consideration.

Recommendation of Commission.

- (a) The desirability for co-operation with and assistance to the applicant is not questioned, and simply to bring that general attitude down to practical terms, the Commission states its opinion that, in both Pensions and Treatment matters the officials should give to the applicant "correct and clear statements as to the principles on which pensions are granted, indicate the lines along which evidence is required, and, where possible, utilize any available staff in assisting the soldier in procuring and putting into shape this information"; (b) That wide publicity be given to the appointment of the soldier adviser so that applicants and their friends will automatically take cases up with him direct and regard him as the most effective channel of communication.

Suggestion by Ex-Service Men.

Organization of local civilian Committees.

That the Government initiate and support the organization of local committees to assist ex-service men. (Winnipeg 189, 190, 267, 268).

As was pointed out in Report No. 2 (p. 15), in England applicants are advised and assisted with their claims by local committees of prominent citizens who serve without remuneration, but are allowed a secretary from the local Pensions Office who is paid by the Ministry. A recommendation for a somewhat similar organization was made at the Hearing in Winnipeg.

It is considered that these organizations being purely voluntary cannot be successfully organized or operated except as they may be initiated locally. They would, no doubt, serve a very useful purpose in many instances. It is of advantage to the meritorious applicant to have the support and interest of a responsible body of fellow citizens and this would disseminate more widely a knowledge and understanding of pension and treatment statutes and regulations. It would also be a deterrent to the presentation of unfounded claims.

Recommendation of Commission.

In view of the appointment of soldier advisers, the Commission does not recommend any official action in the way of organization or assisting local committees; at the same time, the advantages above suggested would, the Commission considers, fully justify local effort for that purpose.

Suggestion by Ex-Service Men.

Requirements now exacted before medical examination is given. Form 819.

That the present requirements governing entitlement to medical examination be made less onerous and that Form 819 be abrogated or substantially amended. (Halifax 70, Vancouver 26, 27, Winnipeg 11, Toronto 771, 776, Ft. William-Winnipeg 772).

(1) Re Medical Examination

Evidence was given in Halifax (70) of a ruling in a particular case cited, to the effect that no medical examination would be made until the man established "prima facie" evidence that the disability was due to service. The D.S.C.R. Regulations (Halifax 73) provide for examination by a Medical Board where

"In the opinion of the examining physician the condition *might reasonably be* attributed to service."

These regulations may in practice be construed very broadly and almost any indication of a possibility that the disability was attributable to service could be accepted as showing a "prima facie" case. It is considered, however, that the wording of the Regulations above quoted might be interpreted to exclude cases which are expressly included in P.C. 1127 as being entitled to treatment, namely, those cases

"where in the opinion of the Department the condition . . . is not attributable to service, but where there is nevertheless a real possibility that the condition might be considered attributable to service though reasonable proof is not obtainable.

Recommendation of Commission.

That the regulations above referred to be broadened so as to entitle the applicant to be medically examined in all cases where there is a reasonable possibility that subsequent investigation might reveal that the condition is related to service even though present proof is wanting.

(2) Re Form 819

The practice is that when the applicant, particularly from outside, asks for a medical examination, claiming that his disability has increased, he is sent "Form 819" and is required to have this form completed by a medical man (see Routine Instruction No. 128, Winnipeg p. 20) as follows:—

1. Apparently it has been the practice in some district offices to examine ex-soldiers who call on complaint re non-award of pension, or their present assessment of pension. After examination, it is found that the complaint is not well founded and that the time of the Medical Examiner has been needlessly taken.

2. The marginally-noted instruction provides that the man must present prima facie evidence of disability before examination is made. It is considered that this can best be provided in all cases by the submission of form 819.

3. The use of this form will reduce the number of examinations considerably, as only those men who believe they have a reasonable claim will go to the trouble of having the 819 completed, with the possibility of having to pay the charges themselves.

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There are three classes of cases which might apply for examination:—

(a) The man ill for the first time who considers his illness to be connected with his service:

(b) The man who has a pension but who considers that his service disability has increased since his last examination, thus entitling him to more pension;

(c) The man who has been refused pension or treatment on the ground that he had no disability but who now claims that his condition is worse.

Form 819 is headed

“to be used when the discharged soldier wishes to submit a description of his disabling condition by his own physician.”

The form itself gives some general directions as to what are disabilities and how to describe them. It does not provide for information as to the degree of disability and, therefore, is of little assistance to the Pensions or Treatment doctor in cases (b) and (c) where the important question for determination is whether the applicant's condition is worse than when last examined.

The claim is made that a man should not be put to the expense of procuring an outside medical examination as a condition precedent to having his case investigated or re-investigated; and also that Form 819 is not sufficient in that it does not direct the attention of the civilian doctor, to whom the man goes for this preliminary examination, as to the point on which information is desired. (Winnipeg 12, Toronto 771).

The Commission realizes that there must be some reasonable ground shown for investigation particularly where it may involve substantial Departmental liability for travelling expenses; but the fact that the applicant is an ex-service man, and claims to be ill from a possible service disability, makes it only right that the conditions preliminary to an investigation be reduced to the minimum.

Recommendation of Commission.

That completion of Form 819 should not be the exclusive passport to examination. If the Unit authorities have before them information which indicates reasonable possibility that the applicant's disability has increased since his last examination or (if he had no previous examination) that he now has a disability which might be connected with service, he should, the Commission considers, be examined under D.S.C.R. or Pensions Board auspices; and that Form 819 be altered to specifically direct the attention of the outside examining doctor to what information is required to enable the D.S.C.R. doctors to judge the extent of the applicant's disability.

Suggestion by Ex-service Men.

Expense and time allowances on account of medical examination

That the scale of allowances to men in attendance for medical examination or limb fitting be increased. (Calgary 35, 59, 207, Vancouver 19, 89, Regina 51, 145, Winnipeg 21, Toronto 363, 364).

The Statute (Pension Act 1919, Section 26 (2)) provided that the pensioner “shall be paid a reasonable amount for travelling expenses and subsistence and loss of wages.”

This was amended in 1920 by striking out the word “and” between “expenses” and “subsistence.” The Section then read,—

“ shall be paid a reasonable amount for travelling expenses, subsistence and loss of wages.”

Under the original Statute the per diem amount paid was \$3 for expenses and \$1 for loss of time from work. It was objected that this was too small and the total amount payable per day was increased to \$5, but without any specific division between expenses and loss of time. This is the provision to-day. (Vancouver 20). Certain deductions are made from the \$5 if the pensioner stays with friends or if accommodation is provided for him at a hospital.

It was urged, particularly on behalf of the amputation cases, that the payment of this amount to men who were forced to remain in attendance at a hospital or a limb-fitting establishment periodically, for possibly a week or more, worked a considerable hardship, especially where these men were losing time from good paying jobs. (Calgary 206). \$9 per day was urged as a minimum. The probability of amputation cases being left longer than ordinary cases is recognized by paragraph (10) of Clause 20 of P.C. 580, as amended in 1923 by P.C. 1127. This provides for Pay and Allowances at Treatment rates if the soldier is detained longer than a period which varies from 10 to 14 days according to the distance from home.

Another witness at Calgary urged on behalf of men engaged in occupations such as mining, etc., that their monetary loss was considerably more than \$5 per day. He urged the rate of \$7.50 per day.

The representative of British Ex-service men in the United States also called attention to the loss of wages suffered by men working in Detroit where the average rate of wages was stated to be \$6 per day (Toronto 71).

The Commission considers that as in the case of pensions, so in matters incidental thereto, such as time necessarily spent in awaiting medical examinations, the earning capacity of the pensioner in his civilian occupation cannot be taken into consideration. If wage scales were to be taken as a standard, there would inevitably be invidious comparisons and dissatisfaction due to variation in wages in different parts of the country.

The present regulation cuts down the per diem allowance by dividing the day into four periods and paying for fractional parts thereof.

These Regulations (P.C. 1127, Clause 11) provide

that the ex-service man may receive: Return transportation, first-class with sleeping berth if necessary and *\$5 per day of 24 hours for actual time occupied in travelling by the most direct route to and fro and . . . for actual time detained in the town where the institution or place of examination is situated, made up as follows: 7 p.m. to 1 a.m., \$1; 1 a.m. to 7 a.m., \$1; 7 a.m. to 1 p.m., \$1.50; 1 p.m. to 7 p.m., \$1.50.*

There are provisos to the following effect:—

- (a) \$2 is deducted if sleeping berth is provided.
- (b) \$3 is deducted if subsistence is furnished.
- (c) \$2 is deducted if the man stays with friends.
- (d) This rate of allowance is not to be paid for more than ten days unless the train trip takes more than one-half day, in which case the allowance may be paid up to fourteen days, depending on the time consumed on the train.
- (e) Where the man lives in the same town or within 5 miles and is not away over night, he is allowed only out-of-pocket expenses plus wages actually lost but the whole allowance is not to exceed \$3.

(See also Vancouver 19-20 and P.C. 580, Clause 20).

The above figures include both the time and the expense allowance. The splitting up of the day in an attempt to apportion expenses is likely to be a source of annoyance, and an incentive to evasion, with very slight saving.

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The Commission considers that a proper basis for these allowances would be to indemnify the man against reasonable out of pocket expenses and against loss of wages up to a per diem rate equal to 100 per cent pension. If the man is under no expense and loses no wages, no reimbursement is called for.

Recommendation of Commission.

That ex-service men called for medical examination or otherwise necessarily attending should receive first-class return transportation with sleeping berth if required and also reasonable out of pocket expenses not to exceed \$4 per day of 24 hours, plus wages actually lost not to exceed \$3 per day of 24 hours.

Suggestion by Ex-service Men.

Payment to dependents of men in hospital awaiting decision

That allowances be paid to dependents while an ex-service man is in hospital for a period of observation or awaiting the result of the investigation of his case. (Halifax 35, 43).

The point was raised that in doubtful cases, the man was admitted to hospital, but that no provision was made for the support of his family during what might be possibly a long period of investigation. One of the reasons given for requiring that a man be paid during investigation was that Headquarters would, on that account, treat the case as more urgent and make decision more promptly.

Since the hearing at Halifax, P.C. 1127 has been passed under date of June 26, 1923. The provision as to payment to dependents, pending investigation, is contained in Clause 11, paragraph 6 (c) which amends Clause 20 of Order in Council 580. The extract is as follows:—

“ If it is found that he requires treatment for a disability attributable to service, he shall be taken on strength by the Department for treatment and shall be paid the allowances set forth in Clause 4 hereof. If it is found that he requires treatment for a disability not attributable to service, he shall not be entitled to treatment by the Department. If the diagnosis is *uncertain*, and it is considered necessary that there should be a period of observation, he may be placed in hospital but no allowance shall be paid until after the expiry of fourteen days, after which, special dependents' allowances may be payable as set forth in paragraph (15) of this Clause *until the case has been diagnosed.*”

The important part of the foregoing is “ if the diagnosis is uncertain”. In that case the Department may pay allowances to dependents after the fourteenth day of observation. This provision hardly meets the case. What is urged is, that delay for *any cause* in dealing with the case may work a hardship on dependents. There seems to be no good reason for refusing to pay dependents where the delay is caused by inability to decide the relation of the disease to service, and on the other hand, paying them when the delay results from inability to diagnose what the particular disease is.

It is understood that in practice, the word “ diagnosis ” is construed broadly and applies not simply to the identification of the disease, but to its connection with service. The Order in Council, as worded, leaves room for variance and inconsistencies in rulings, depending on whether a strictly literal, or a loosely practical, interpretation is given.

Recommendation of Commission.

It is recommended that provision be made for payment of allowances to dependents beginning after the man is in the hospital for more than two weeks and continuing until final decision is given by Head Office as to entitlement to treatment.

Suggestion by Ex-service Men.

More ready acceptance for treatment pending investigation

That more leniency be exercised, in admitting men to hospital for treatment, while investigation is being made as to whether his disability is connected with war service. (Halifax 70, 73, Calgary 9, 15, Winnipeg, 133, Toronto 237).

It was urged (Calgary 9, 15) that where men needed treatment, even though the case was not urgent, they should be taken on for treatment while the case was being investigated.

The D.S.C.R. only gives immediate treatment when the case comes within one of the following classes (Toronto 398):—

1. Where the diagnosis is uncertain and a prolonged period of observation is necessary (see P.C. 1127, Clause 11 (6) as follows:—

“ . . . If the diagnosis is uncertain and it is considered necessary that there should be a period of observation, he may be placed in hospital. . . ”

2. In cases where disability requires investigation and the man is in urgent need of some treatment in the meantime. (Toronto 398).

There is apparently no written headquarters rule as to the degree of urgency which must be shown before immediate treatment is given, nor in fact is there any Headquarters Regulation on the subject. It appears in evidence, however, that if the case is dangerous or urgent and there is any reasonable probability that the condition might be attributable to service, the man is taken on for treatment pending decision from Headquarters.

The Montreal unit issued local instructions (39-40) an extract from which follows:—

“ When an ex-member of the Forces applies for treatment and his eligibility for treatment is questionable, he should be given the benefit of the doubt and treatment as indicated, if the case is an *emergency* one.”

It appears that the Unit Medical Directors are allowed a good deal of latitude. The Unit Medical Director at Calgary (13) said:—

“ You can understand the position I occupy is one in which I am ruled by regulations, yet a certain amount of discretion is allowed. If an ex-service man comes into town absolutely down and out, we try to give him help; it may be through the department or it may not. I have, as a matter of fact, sent a good many over for food and rest, that was their requirement. Whether I was within the regulations of the department or not, I would not say; I hardly think I was. It was a matter of humanity; I had to if I could not get him taken care of in some other way.”

The Unit Medical Director at Montreal (41) said:—

“ I am allowed every latitude that is necessary to put the man in and give him whatever treatment is necessary and use our own discretion in the matter. If I admit to hospital a case of doubtful attributability, possibly at the time that man is admitted, I have not any documents. It is on the man's clinical condition and his history has warranted taking action thus far.”

The third class where immediate treatment is given, although the connection of the disability with service is not established, are those admitted on what

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is known as "compassionate grounds." No Pay and Allowances are given during Treatment. This is covered (in part at least) by Clause 2 of P.C. 1127, which is as follows:—

"Where, in the opinion of the Department, the condition for which application for treatment is made is not attributable to service, but where there is nevertheless a real possibility that the condition might be considered attributable to service, though reasonable proof is not obtainable, in order that full justice may be accorded, the Department may grant treatment only, without allowances."

The provision as to treatment on compassionate grounds requires the direct authorization of the Deputy Minister and only applies to residents of Canada. The Commission is of opinion that the above provisions, coupled with the latitude allowed the Unit Medical Directors, as indicated in the evidence above quoted, constitute fair and satisfactory provisions for treatment of ex-service men before connection of the disability with war service is established.

Recommendation of Commission.

None, in view of the practice now in force.

Suggestion by Ex-Service Men.

Re Constitution of First examining Board

That the first examining board should have in its personnel men with industrial experience as well as medical men. (Winnipeg 743, Montreal 216, Toronto 143, 144, 901).

The argument for this proposal is that personnel, so qualified, would be better able to judge how seriously a man's disability interferes with his capacity for work.

There is something to be said for this proposal, but the practice both in Great Britain and the United States is to have the Board which assesses the amount of disability composed exclusively of medical men. The reason is apparently that the almost universal rule adopted, in estimating the percentage of a man's disability, is to compare the physical condition of the applicant with that of a normal man of the applicant's age, and estimate from such comparison the difference between the two men in earning capacity in the unskilled labour market. The question therefore resolves itself primarily into a medical one in which the applicant's physical condition and his consequent fitness or unfitness for work have to be compared with those of a normal man of the same age.

If the question as to the employability of a particular individual in a particular occupation does arise, it is quite feasible for the examining board to procure the opinion of an employer or of an industrial expert.

It is also to be noted that the first examining Board is one which has to do largely with the question of the connection of the disability with service and this involves scientific knowledge as to progress of disease, and as to the possibility of the development of the particular disability from various injuries and illnesses.

Recommendation of Commission.

Reference to the Commission's recommendation contained in Report No. 2 (p. 9) as follows: that as a basis for any recommendation for treatment or pension, applicants be heard and medically examined at the local unit by a Board of three medical men, one of whom shall be a pension medical examiner.

Suggestion by Ex-Service Men.

Personal appearance of the applicant before first Examining Board

That the first examining body shall actually see and hear the applicant. (Toronto 621-628, Halifax 293).

The Commission in the next preceding Recommendation expressly states its opinion that the first examining board shall hear and examine the applicant. Generally this is done, but it appears that, in the case of a man coming out of a hospital situated at a distance from the Unit Office, the Pensions Medical Examiner simply acts on the discharge board which has been held at the Institution, and does not actually see the man himself.

The Commission had before it two rather striking cases (Halifax 131-136) where the Pensions Medical Examiner contented himself with an apparently perfunctory examination of the discharge board and neither saw the applicants, nor made enquiries as to previous history, which enquiries would have (according to subsequent decision) demonstrated that the applicants were entitled to pension.

Recommendation of Commission.

That the fact that there has been a discharge board held on the man should not in any way be regarded as relieving the Board which makes recommendations as to pension from the invariable obligation of seeing, hearing and examining the applicant for themselves.

Suggestion by Ex-Service Men.

Attending doctor to be present at examination

That the civilian or D.S.C.R. doctor who has been treating the applicant should go before the first examining board. (Vancouver 72).

The principal of having the medical man, who knows most about the application, consulted in respect of his entitlement to treatment, or pension, is sound. The Commission considers however, that the proposal cannot be laid down as a hard and fast rule of procedure.

Recommendation of Commission.

That in cases where either the civilian Doctor or the D.S.C.R. Doctor has had an opportunity to observe the applicant and where his experience in that respect is, or might reasonably be, of assistance on the question as to whether the disability is connected with service, his evidence should be taken and he should be consulted by the examining Board, at least before an adverse decision is made.

Suggestion by Ex-Service Men.

More formal procedure

That official assistance be provided in connection with the presentation of pension applications and that the procedure be analogous to that of arbitration boards. (Toronto 145).

The providing of Soldier Advisers meets the suggested need of official assistance. It is considered that the present informal procedure under which certificates and statements are accepted without the formality of proof or oath enures to the benefit of the applicant.

Recommendation of Commission.

None.

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Suggestion by Ex-Service Men.

Burden of proof

That the burden of proof be shifted so that an ex-service man with a disability shall be presumed to have incurred same on service unless the D.S.C.R. or the pensions board proves the contrary. (Montreal 56, 63, Calgary 24, Vancouver 328, Halifax 121, Regina 63).

The subjects of "burden of proof" and "reasonable doubt" have been much discussed. It has been pointed out that the proposal does not really have to do with procedure, but with a most important matter of substantive rights. The burden of proof in one sense means the onus of bringing forward evidence. This naturally and properly is on the applicant. In another sense it means the degree of proof which the applicant is required to produce. The latter is particularly important in pension cases. It has been repeatedly stated (see Report Number 1, page 114) that if there is any reasonable doubt, the applicant is given the benefit of it. See also Report of 1922 Parliamentary Committee, p. XXIV, which urges

"That every effort be continued so that when any doubt exists on these subjects the exsoldiers be given the benefit."

The usual rule at law is that the person asserting the claim has to produce a preponderance of evidence. If to give the applicant the "benefit of any reasonable doubt" means any greater concession than that given an ordinary litigant, it must imply that the application for pension is entitled to succeed, not simply if there is more evidence in support of his case than against it, but if he can bring sufficient evidence to create in the mind of the tribunal dealing with his case a reasonable doubt as to whether his pension should be refused. An obvious principle of pensions administration is that it is better to award pensions in some cases not strictly entitled than by a too close application of the rules of proof, to run the risk of depriving those to whom pension should justly be given.

Recommendation of Commission

Reference to principle stated in Report No. 1 (p. 114) as follows: that in practice the applicant for pensions be given the benefit of the doubt in the sense that pension is not to be denied if the applicant brings evidence sufficient to create in the mind of the tribunal a reasonable doubt as to whether pension should be refused.

Suggestion by Ex-Service Men

Insurance principle applicable to Pensions and Treatment

That any further necessary steps be taken to ensure that all those dealing with pension or treatment matters clearly understand that treatment and pensions are to be granted, if the disability is incurred during service, just as readily as if it were directly due to service. (Winnipeg 27-28).

There has been so much discussion about the "insurance" principle and the "due to service" principle that it would seem as if no further reference were called for. The Pension Act expressly laid down that pensions were to be granted if the disability was "incurred during" service. A question was raised as to whether this was subsequently altered in cases where the soldier had died after a certain date. Report No. 1, (p. 12 to 47) dealt fully with the whole

question. All questions was set at rest in the adoption by Parliament in 1923 of an amended Section 11 of the Pension Act (Acts of 1923, C. 62, S. 3) as follows:—

“Pensions shall be awarded to or in respect of members of the forces who have suffered disability resulting from injury or disease or an aggravation thereof, in accordance with the rates set out in Schedule A of this Act, and in respect of members of the forces who have died in accordance with the rates set out in Schedule B of this Act, when the disability resulting from injury or disease or the aggravation thereof in respect of which the application for pension is made or the injury or disease or the aggravation thereof resulting in the death in respect of which the application for pension is made, was attributable to or was incurred during such military service.”

The Commission believes that the “Insurance” principle is generally recognized and acted on, but the possibility of error should and can be absolutely negated by appropriate instructions. The matter came up in Winnipeg when a statement of the procedure followed in that unit and was put in evidence. The first paragraph of the statement is as follows:—

“It is necessary that a man show by medical certificates from outside physicians, that there has been a continuous disability since discharge, and that in their opinion his disability is *due to or aggravated by* service.”

This statement of procedure was prepared by an experienced and capable Unit Medical Director. He said they did not take it literally (28) but the danger is that less experienced officials, intent on administering ex-service men’s right “according to the book” and not knowing of the verbal understanding as to interpretation, might do an injustice, and the evidence referred to in Report No. 1 shows that this has actually occurred.

Recommendation of Commission

That steps be taken to make it abundantly clear that pensions are to be awarded in connection with disabilities resulting from injury or disease or the aggravation “incurred during” service as well as attributable to service.

Suggestion by Ex-Service Men

Assessment of degree of pre-enlistment disability

That assessment of the degree of pre-enlistment disability should only be made upon direct and positive evidence. (Regina 52, Toronto 498, Winnipeg 442).

The evidence (Toronto 498) indicates that it is very difficult for the Pensions Medical Examiner to determine definitely how much of the present disability existed at the time of enlistment, and that, necessarily, resort has to be had to considerable speculation. Fortunately, the extent of pre-enlistment disability is not material except in comparatively few cases (See Section 11 (1) (b) as amended in 1923). The question is primarily a medical one, depending on professional knowledge as to the progress of the disease or injury under service conditions, but it also involves knowledge by the examiner of the degree and intensity of service conditions, such knowledge being acquired by actual experience or from a thorough-going inquiry.

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Recommendation of Commission

No more definite rule can be adopted than: (1) That the examiner should, from the evidence before him, be convinced beyond a reasonable doubt that the disability or some portion thereof existed before enlistment; (2) That he should be equally certain that the degree of the disability existing on enlistment was as great as the percentage at which he fixes it.

Suggestion by Ex-service Men.

Absence of entries on medical documents not evidence against applicant

That the absence of corroborating entries in the applicant's medical documents should not be considered as disproving the applicant's statement. (Toronto 42, 365).

The subject, generally, has been discussed and the Commission's opinion recorded in Report No. 1 (page 115). There is an idea abroad that unless a man actually has an entry on his document showing injury or illness during service he is barred from pension for any disability claimed to have originated during service. There is no such rule, but there is a strong tendency to accept the fact of the absence of an entry on service documents as a contradiction of the statement of the applicant. A statement was made at Toronto (42, 363, 372, 373 and 773), as to the circumstances and conditions under which entries were made, indicating that the fact that no entry appears as to treatment for illness or injury on service cannot be relied on as substantive evidence that treatment was not given.

Recommendation of Commission.

That the absence of entries should be regarded as nothing more than the absence of corroboration, and not as negating either the statement of the applicant or any other evidence which he may produce in support of the history he gives of illness or injury on service.

Suggestion by Ex-service Men.

Applicant to be informed of reasons for adverse recommendation or decision

That the applicant be informed in writing of the recommendation made from the local unit and, in case of an adverse recommendation, of the particular grounds for same, and that he be given similar information in case of a refusal of treatment or pension by headquarters. (Winnipeg 134, 135, Toronto 245, Regina 42, 141, Halifax 59, Montreal 22, 26, 30, 34, Vancouver 70, 75).

In some Units the applicant is told whether he is being recommended favourably or not, and also the percentage of pension in case pension is recommended. In other Units this is not done.

In the evidence given before the Parliamentary Committee of 1922 (page 275 of Committee's proceedings), it was distinctly stated that

“the Medical Examiner in the Unit' tells the man when he examines him what his recommendation will be,”

and that

“the Medical Examiner in the Unit' states what he is going to recommend by way of pension.”

See also Routine Instruction 243 (Calgary 26).

The only objection suggested to informing the applicant of what recommendation was being forwarded to Ottawa, was that there was the danger of invidious comparisons being made by the applicant and his friends, between the officials who deal with the application, depending on whether they take a favourable view or otherwise.

The Commission considers that this objection is not well founded. There need be no more mystery about Pension and Treatment decisions than about a case at law where the view of each individual judge is known. The applicant needs the information to follow up his case.

An instance was cited at Halifax (129) where if the applicant a T.B. man had known of the adverse recommendation he would probably have been saved a delay of three months in getting his pension.

The Commission has already indicated (Report No. 1, p. 119) that

“In case of refusal of pension, the applicant is further entitled to know the correct grounds on which the decision is based.”

The above reference had to do with Pensions but the principles laid down apply equally to the D.S.C.R. officials in cases of treatment.

What is complained of is a letter such as the following, which appears in a file referred to at Halifax (129):—

“SIR,—Your letter of the 1st inst. is herewith acknowledged. You are not entitled to pension because of the fact that the disability which you have is not attributable to your military service.”

The letter to the applicant should contain the essential information about the case so that the production of it by the applicant to his friends would give them a summary of the situation and enable them to proceed along the lines indicated without the delay and inconvenience, to both applicant and officials, caused by extended preliminary correspondence in order to find out just what the case is about.

Recommendation of Commission.

That a general and uniform practice be adopted and insisted on in both treatment and pension cases that the applicant be promptly advised in writing by the Local Unit of the recommendation made in his case with a comprehensive statement of the reasons if the recommendation is adverse and that a similar course be followed by Headquarters if Treatment is refused or if Pension is refused or reduced.

Suggestion by Ex-service Men.

More dispatch in procedure

That action be taken to ensure more dispatch in the various steps connected with the consideration of pension and Treatment applications, (Halifax 45, 57, 59, St. John 29, Montreal 39, Vancouver 77, 314, Calgary 89, Winnipeg 773, Toronto 17).

An example of alleged undue delay was cited at Calgary (89). The application was for treatment. The Local Unit first gave all the circumstances pro and con and asked Headquarters for a ruling as to whether the disability could be considered to be connected with service and whether the applicant was eligible for treatment. Head Office of the D.S.C.R. ruled that he was not eligible. The Local Unit took it up again and forwarded an opinion that the disability was connected with service. Head Office again refused to authorize treatment. Then it was recommended by the Local Unit that, as the diagnosis was obscure, the patient be sent to some centre for examination by a specialist. This led to

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further correspondence and to the requirement by Head Office that further information be secured, and, although the recommendation that the patient be taken to Winnipeg for examination was made in November, 1922, it was not until late in February, 1923, that the order came to have the transfer made. The evidence showed (90-91) that the need for a diagnosis was urgent and that eligibility for treatment depended on the diagnosis.

The case was made the basis of a proposal by the representatives of ex-service men that the decision of the local authorities as to entitlement to treatment should be final. There is objection to this course in the danger of uniformity and dissatisfaction which might arise from varying decisions under different jurisdictions, but the case illustrates the very strong argument which can be made for local autonomy in the units on the ground of prompt and effective disposition of the cases.

Cases were cited at several of the hearings which shows lack of persistent and through going attention in pursuing the investigation and in making necessary inquiries for further information. It is true that decisions were given promptly denying entitlement; but these were only tentative and while they served as a disposition of the case for the time being, were obviously not final as they were made without full information and had eventually to be the subject of further discussion and correspondence. Failure to obtain full reports in the first instance inevitably causes delay. These reports are gradually procured at spasmodic intervals when, at the instance of organizations or individuals, the case is brought up for renewed consideration. On these occasions there is the necessity for the tribunal to familiarize itself afresh with a mass of complicated detail.

The case thus may be finally decided favourably on an accretion of information resulting from recurring presentations and consequent renewed investigations. The reply may be made that in many instances information only comes to light gradually and a final disposition of the case on all the evidence apparently obtainable at any particular time might often result adversely to the applicant. This is so, but there are before the Commission instances where initiative in instituting inquiries has been noticeably lacking and a case which has turned out to be meritorious has only succeeded because of persistent effort on the part of those outside the official organization to keep up the investigation and exhaust every source of information.

The adoption of the recommendation of the Commission in Report Number 2 (9), to the effect that

“as soon as an applicant is accepted for treatment, the question of his pensionability should at once be dealt with without awaiting discharge from treatment,”

would do much to expedite prompt decision as to pension for those undergoing treatment.

Recommendation of Commission.

The Commission can simply make a matter of record the practice which it considers should obtain in dealing with treatment and pension application. The important point generally is the connection of the disability with service. The Commission strongly urges that on the first occasion when the case comes up for consideration, there be a prompt and thorough canvass of all possible sources of information, that inquiries be made from all such sources and that there be a close following up of these inquiries, a digesting of the information collected and an expeditious disposal of the application with the reasons for the action taken.

Suggestion by Ex-service Men.

Delay in awarding Pension after discharge from Hospital

That some method be devised for providing income to the ex-service man between the date when he is discharged from the hospital and ceases to receive pay and allowances, and the date when his pension payment begins. (Halifax 129, Vancouver 77, 314, 332, Toronto 610).

The D.S.C.R. and its Medical Staff determine the length of a man's treatment. The Pensions Board, with a separate and distinct Medical Staff, finally decide his right to Pension.

A man has satisfied the D.S.C.R. that his disability was connected with service. He has been admitted to hospital for treatment and has been receiving pay and allowances. When the time arrives when his condition cannot be further improved by treatment, he is discharged from hospital and his pay and allowances stop automatically. He may be unable to work but he gets no monetary assistance until he proves his case over again to the satisfaction of the Pensions Board. This results in considerable delay and, not infrequently, in hardship. A case was cited (Halifax 129) where the man had been receiving treatment with pay and allowances for some 16 months; he was discharged in May and Pension was not awarded until October.

The Parliamentary Committee of 1921 recognized the hardship particularly on men discharged from sanatorium and recommended that

“ a man be given a 90 per cent pension out of pay and allowances until such time as his pension was awarded”.

This recommendation was never put into effect (Vancouver 316), but no explanation was given for its having been disregarded.

Then there was a provision in P.C. 580, Clause 4 (16), which provided, under certain conditions, for an additional month's pay to a man being discharged from treatment if

“ necessary to assist him in obtaining employment or to tide over a period of temporary financial difficulty”.

In the London district, the extra month's pay was given to everybody whether needed or not (Toronto 207). In Toronto, no payment was made under this regulation up to September 1921 (202, 212). The evidence is that, generally speaking, the provision was only occasionally put into operation (205). Then it is said that this regulation was cancelled and made to apply to T.B. patients only (209). There is no evidence of actual cancellation but two different regulations were put in evidence which expressly apply the benefits of P.C. 580 to T.B. patients but do not cancel the provision as to hospital patients generally (206 and 210).

In practice, the effect of these regulations is that T.B. men may be paid an extra month's pay and allowances to help bridge the gap between discharge from hospital and pension award. This does not, however, help the man who happens to be suffering from other disease or illness, neither does it fully provide for the T.B. man unless his pension comes through within a month.

Two contributing factors for the delay in payment of pension to men coming out of hospital are:—

(a) The peculiar organization in Canada under which entitlement to treatment and entitlement to pension are determined by two entirely different bodies and at different times. The system has already been briefly described in Report No. 2 of the Commission (10-12). If the system in Canada were as it is in Great Britain and the United States, viz., that there is only one decision and that is as to pension and that this decision automatically determines the right to treatment, there could be no delay;

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(b) The second contributing factor is that the Pensions Board wait until the man is discharged from Hospital before entering upon a consideration of his right to pension, and after that there are delays which the Commission feels could have been considerably minimized at least in some of the cases presented.

The Commission has already endeavoured to suggest a simple although admittedly not a complete remedy for the situation, by recommending in Report No. 2 (p. 9) that as soon as an applicant is accepted for treatment the question of his pensionability should at once be dealt with without awaiting discharge from treatment. If this recommendation is carried out, it will obviate the delay occasioned by having to decide on a man's right to pension after his treatment is completed. It, of course, will not do away with the anomaly that it may be decided that there is to be no pension, although there has been treatment with pay and allowance.

Recommendation of Commission.

That so long as the present dual system is maintained, the recommendation of the Parliamentary Committee of 1921 be adopted and that a 90 per cent pension be paid, as pay and allowances, to men who have been discharged from hospital treatment with pay and allowances, until decision is made as to pension; and that the previous recommendation of this Commission as to dealing with the question of eligibility for pension as soon as an applicant is accepted for treatment be carried out.

Suggestion by Ex-service Men.

Although refused treatment—applicant to be examined for Pension

That an application for treatment should be considered an application for pension and, even if treatment is refused, the applicant should not be dismissed without being examined for pension. (Calgary 75, Toronto 388).

It may be that a man is refused treatment, not because his disability has no relation to service, but because treatment will not benefit him. In that case he obviously should be handed over to the First Examining Board for consideration as a pension applicant.

Again, he may have a disability which the D.S.C.R. refuse to recognize as connected with service and, therefore, treatment is refused. Under the present system this is not conclusive on the Pension authorities who may, as to matters within their sphere, decide that the disability is connected with service. Under these circumstances, the man should, in the opinion of the Commission, be always given this second chance. He runs the risk of having pension refused although treatment has been granted, and he should have the corresponding opportunity of having pension granted even if treatment has been refused.

Recommendation of Commission.

That an application for treatment should be considered an application for pension and, even if treatment is refused, the applicant should not be dismissed without being examined for pension.

Suggestion by Ex-Service Men

Superior position of local examiners to judge as to applicant's entitlement

That Head Office should only reverse the decision of the Examining Board which has heard and seen the man when there are palpable and gross errors, and then only after discussion. (Toronto 148, 333, Winnipeg 768, Calgary 94, Fort William, Winnipeg, 78).

While the Pensions Board itself cannot, except in isolated instances, see the applicants, it is presumed to act on the opinion of local medical examiners who have had that opportunity. The Commission's view, as already intimated in Report No. 1, (114-117) is that the examiner who has the

“opportunity of seeing the man, listening to his story, testing his genuineness by means well known to men of experience in this work, and generally sizing him up, is in a far superior position to one whose knowledge of the case only comes from the written reports of another.”

The instructions of the Pensions Board are that where there is a difference of opinion between the local office and the medical adviser, at Headquarters the case shall be referred to the Board itself, but this difference of opinion may become infrequent from the fact that the superior position of the Headquarter's officer may unconsciously affect the local official and result in an agreement which is more formal than real but which will be sufficient to obviate a reference to the Pensions Board itself.

Since the expression of opinion quoted above, the Commission has been referred (Vancouver 172) to the portion of the Report of the 1919 Parliamentary Committee of the British House of Commons on the subject. Although it was found that the revision of a pension by a Medical Board was, in the majority of cases, in favour of the man, still they (The British Parliamentary Committee) say—

“the system by which the award of a board, which has seen the men, is liable to revision by medical men who have not seen him, is indefensible and this has now been admitted. All cases of doubt should be sent for re-hearing by the same or by a second board who, in every case, should re-examine the man in person, and he, in turn, should have the right to appeal in every case on amount as well as on entitlement, as explained below. The guiding principle here and indeed throughout pension administration should be that the man should always be given the benefit of any doubt”.

This principle has been stated in another form by the 1922 Canadian Parliamentary Committee (see Proceedings p. XXV):

“It is also submitted and recommended as well also as regards the Board of Pension Commissioners as the Department of Soldiers' Civil Re-establishment that soldiers be subjected to a personal examination and that decision be not based on documentary evidence except in unavoidable cases”.

Recommendation of Commission

That, where the local recommendation is favourable to the applicant, the more advantageous position of the Local Unit Officials for observing the applicant and satisfying themselves of his good faith and reliability be accepted as a deciding factor in doubtful cases where the decision turns on information or opinion which can best be obtained or formed as the result of personal interview.

Suggestion by Ex-Service Men

Medical Board on discharge from Vocational Training

That a Medical Board should be held on all men discharged from Vocational Training or in hospital even for short periods. (Halifax 88, 202, Vancouver 98).

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The regulation (Halifax 91) is that a man, receiving vocational training who falls ill and is detained for less than seven days, or a man detained for observation whose detention does not exceed ten days, is discharged without a Board.

It was urged against the proposal that if men discharged from vocational training were immediately sent before a Medical Board it would have a tendency to deter them from taking vocational training on account of the fear that it would be followed by a re-examination and a reduction of pension. Section 30 of the Pension Act, as originally passed, indicated that there should be a new Board on completion of vocational training, but that Section was amended in 1923 and the practice now, under the Statute, would be that a pensioner discharged from vocational training would not be boarded until he came up for his regular re-examination. There are men, however, who get vocational courses who are not pensioners and are therefore not subject to periodic re-examination.

There may be considerable advantage in the future, both to the ex-soldier and to the State, in having the most complete and constant record of physical condition. It is considered that the opportunity for examination afforded by the presence of ex-service men in hospital, either for observation or pending decision as to entitlement or while temporary ill during vocational course, should not be allowed to pass.

Recommendation of Commission

That, except in the case of pensioners who will come up for periodical re-examination, a Medical Board should be held on ex-service men when discharged from vocational training or who may happen from time to time to be inmates of hospital either for observation, or for temporary treatment.

- (a) That an entry showing particulars be made on the file of the individual concerned in connection with any complaint or application for information, or medical treatment, and that in cases of rejection for treatment the reasons for rejection be also recorded; (b) That some system be adopted to ensure as far as possible that a record be made on the medical documents of ex-service men showing any treatment received from either D.S.C.R. representatives outside the centres, or from private doctors, for disabilities which might have possible relation to service. (Vancouver 105, Calgary 98, 99, Winnipeg 9, Toronto 230, 390).

These proposals are for the benefit of both the state and the individual as a check and a help to diagnosis. As to (b) the difficulty is one of method. In Calgary (98, 99) a local form is used which is sent out to be completed by outside doctors and to accompany their account for services. In Vancouver a card record, taken from the record of payment for doctors' service, is kept on the file.

Recommendation of Commission

- (a) That an entry be made on the file of an ex-service man of the particulars of any application made by him for information or medical treatment or on complaint, and that the particulars of the way in which such application or complaint has been disposed of and the reasons therefor, be also recorded; (b) That the best method possible be adopted for ensuring that entries are made of all medical examinations and treatment of ex-service men by Local D.S.C.R. representatives or civilian doctors. (The method requiring, as a condition precedent to payment for services, that a detailed form be completed giving full information as to the examination or treatment seems practical).

Suggestion by Ex-Service Men

Sub-office files

That sub-offices should be advised, and their files kept complete, as to all matters affecting ex-service men within the territorial limits of the office. (Vancouver 123. Toronto 388, St. John 68).

There are a few instances in the Dominion, of Sub-offices in the D.S.C.R. districts, for example, Charlottetown, P.E.I., St. John, N.B., Port Arthur, Ont., and Victoria, B.C. These offices are established for the convenience of applicants. One instance was cited where an application was made through the sub-office and subsequently decision was given in connection with the application but the decision was neither filed in the sub-office, nor was the man notified thereof (Vancouver 123). The sub-office, should be, to the applicant for whose convenience it was established, a Unit office.

Recommendation of Commission

The Commission recommends that sub-office files should be completed and kept complete in respect of all the essential documents relating to ex-service men within its territorial jurisdiction.

Suggestion by Ex-Service Men

Refund of expenses

That expenses paid out in connection with disabilities which are afterward recognized as connected with service be paid in full. (Vancouver 98, Toronto 492, Winnipeg 132).

The practice as indicated by the cases referred to is that expenses so incurred are taxed according to a scale fixed by the Director of Medical Services.

As pointed out at the hearing, the Commission does not consider that it would be a proper practice to impose on the country the liability for any medical expenses which the applicant may see fit to incur. The practice which was adopted in the cases referred to is considered to be proper under the circumstances.

The real ground of complaint in both these cases was the length of time which was taken before departmental responsibility was acknowledged.

Recommendation of Commission

That the present practice of reimbursing medical and other expenses according to a scale based on usual and reasonable fees for the services rendered be adhered to.

Suggestion by Ex-Service Men

Cancellation of Widows Pension because of Immorality—Investigators

Section 40.—“The pension of any female pensioner who is found to be a common prostitute or who openly lives with any man in the relationship of man and wife without being married to him shall be suspended, discontinued or cancelled.”

That a change be made in the methods adopted by investigators in enquiring into the private life of widowed pensioners and the section 40 be construed so that pensions to widows who are considered guilty of immoral conduct will not be cancelled unless these women are clearly shown to come specifically within one or other of the Categories mentioned in the section. Toronto 738, Montreal 527-537, Halifax 359-370).

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GENERAL INVESTIGATORS

The staff engaged in this work is a large one. At Toronto ("D" Unit) for example there are three general investigators, three pension investigators and fifteen nurses. One of the latter is at Christie St. Hospital, attached to the chest clinic, and two are at Hamilton. These nurses look after 1,683 tubercular cases, all the relief cases, all the 100 per cent disabled cases and conduct also such investigations as are required by the Pensions Branch of the Department. (Toronto 702).

No good ground of complaint is offered as regards the activity of these Investigators when reporting upon relief cases or on home surroundings in cases of tuberculosis, but serious criticism was made of unnecessary enquiries into the private life of pensioners when seeking evidence bearing on eligibility for pension (709). Information secured by enquiry from outside sources must often be of great value in cases such as disabilities where there are no objective symptoms, or where malingering is suspected. As might be anticipated some Investigators have not shown the best judgment, and have asked questions of an unnecessary, and perhaps unduly inquisitive nature. This has been occasionally resented, but on the whole, the Commission finds no serious ground of complaint as to these general investigations.

INVESTIGATORS AS TO ALLEGATIONS OF WIDOW'S IMMORALITY

The methods of investigation and the reports presented in the case of widows of deceased pensioners, stand however, on another plane. According to the evidence presented (738, et seq) such investigations nearly all originate following the receipt by the Department of an anonymous letter. Fifty per cent of these contain information which is untrue and inspired by spite (744). All, however, are investigated with a thoroughness which is undaunted. The widows against whom the allegation is made are not informed of it, and are often given no chance to refute the charges.

Information is secured by quiet methods, some of which are very bitterly resented by the persons involved, and strongly condemned by witnesses who spoke on this subject. Enquiries are frequently made as to whether any man lives in the house, how many beds there are, and where placed. Young children, even those of the widow herself, have been questioned on these and other suggestive subjects. (752).

Your commission feels that the objection taken to these methods is fully justified.

INTERPRETATION GIVEN TO SECTION 40

Only two considerations (See Section 40 above) enter into the right of the State to supervise or control the private life of the widow drawing pension; first, is she a prostitute, and secondly, does she openly live with a man who is not her husband? In either case her pension may be suspended or cancelled. A woman cannot be classed as a prostitute unless her calling is of common knowledge. Neither can she live openly with a man without the whole household or neighbourhood being aware of the fact; the only thing to determine is are they married. This surely presents no great difficulty.

Several cases were mentioned where despite the fact that no claim was made that the widow was a prostitute, nor any evidence adduced that she had openly lived with a man not her husband, pension was cancelled, not suspended, the only evidence in support of such action being that she had given birth to an illegitimate child (760). It is a well-known fact that prostitutes generally do not bear children, and while the birth of an illegitimate child is proof of immorality, it is absolutely no proof that the widow lived openly with a man who was not her husband.

To confirm the understanding that the Section was not intended to deprive women of pension unless their indiscretions were habitual and public, it is only necessary to refer to the annotated copy of the Pension Act issued by the Pensions Board when the Act was passed in 1919. The note under Section 40 is as follows:—

“This section caused a great deal of controversy both before the Parliamentary Committee and the House. Arguments were made that a woman who was guilty of immorality should lose her pension whether she could be considered a common prostitute or not. It was finally decided that the wording of the section as it appears in the Act must be strictly adhered to. If pension is to be suspended, discontinued or cancelled it must be proved that the woman is a common prostitute, in other words habitually prostitutes herself, is an inmate of a disorderly house, etc., or is openly living with a man as his wife, that is to say, lives with a man in such a way that their relationship is a matter of common knowledge to their neighbours. Pension cannot be suspended or cancelled for isolated indiscretions. It is only when the woman who is definitely leading an immoral life that the question of suspension or cancellation of pension can come up.”

Even if the Section did include an isolated lapse from virtue, suspension of pension rather than cancellation would be sufficient, and thus offer the widow a chance for reform. It should also be borne in mind that the penalty, if the widow has children, falls as heavily on the latter as on her. She must, if she is to live and the children are not removed from her care, take from their income to provide for herself, because the total income of the family, even treating the children as orphans and allowing them double rates, would be less than was previously judged necessary for the family support. It seems obvious that if a woman is considered by the State sufficiently moral to be a proper guardian for her children, it cannot be claimed that she is such an immoral character as to be deprived of pension, and yet there are a number of cases where this double standard is set up.

Recommendation of Commission.

1. That Section 40 be construed and administered on the principle set out in the memorandum of the Pension Board quoted above, viz, that the offences there dealt with are such as are of common knowledge and habitual.
2. That no pension should be cancelled under Section 40 until the widow accused of the misconduct has been advised of what is alleged against her and of the particulars and evidence thereof and has been given full opportunity to meet the charge.
- 3 (a) That investigators should be given clearly to understand that the necessary element is that the misconduct is habitual and is so open as to be a matter of common knowledge and that if this cannot be readily verified it is evident that the essential factor of publicity is lacking and, therefore, the investigation should not be pressed farther;
- (b) That in no case should suggestive inquiries be made of young children;
- (c) That in cases where the investigation is prompted by anonymous letters or by information from sources of doubtful reliability, the investigator should use the greatest caution in making inquiries of others so as to prevent the possible spread of damaging rumours which may turn out to be baseless.

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Suggestion by Ex-service Men.

Co-ordination of Treatment and Pension decisions

That the administrative activities and regulations of the D.S.C.R. and Pensions Board be so co-ordinated as to enable decisions upon the question of attributability for pensions and medical treatment to be made by the same department organization and with consistency. (Toronto 342).

The same idea in different terms was expressed at Regina (13-15) and Winnipeg (65). The Commission has set out in Report No. 2 (10-12) the effect of the dual system which obtains in Canada whereby eligibility for treatment and pension respectively is decided by two entirely different bodies. The regulations under which these respective rights are created are identical but notwithstanding this, a man's disability may be considered by the D.S.C.R. to be connected with service so that he is entitled to treatment, but the same disability in the same man may be considered by the Pensions Board not to be connected with service, and pension refused, or vice versa.

In both the United States and Great Britain there is only one decision and that is as to pension; this automatically determines the right to treatment. Treatment is, of course, simply with the idea of improving the man's condition and thus reducing the eventual liability for pension. The way the Canadian system affects the soldier was put by the witness at Winnipeg (67) as follows:—

“Here is a man suffering from a war service disability and to the amazement of everyone, when he is boarded out and put up for pension, the Pension Board say ‘No, this is not a war service disability’ or ‘There is some reason why we cannot accept it as a war service disability and pension you for it.’ I think if the practice were consolidated it would do away with a great many of the complaints.”

The compensating factors were stated as follows (Winnipeg 67):—

“You know the reason for that. For treatment, they do not have to consult the Pensions Board; the D.S.C.R. does not consult the Pensions Board for treatment. Treatment may be quite temporary and therefore the D.S.C.R. regulations may not be so severe as for pensions. Either the D.S.C.R. regulations will have to be tightened and brought up to the level of the Pensions Board, or you will have to try to get the Pensions Board to loosen their regulations to the level of the D.S.C.R.”

“If the D.S.C.R. regulations are the same as the Pensions Board as to attributability, it would mean that it would be much more difficult for a man to get in for treatment. As it is now, the D.S.C.R. are freer, in order to help the man.”

The matter was again brought up at Ottawa (538-544). It involves a most important change not primarily of procedure but in governmental administration and general policy. In effect it means the absorption by one or the other of these bodies of the judicial functions at present exercised by both in making decisions as to rights of ex-service men to treatment and pension, or the establishing of an entirely new body in which would be vested the powers of decision mentioned above.

The Commission considered that under the scope of its reference its duty would be done if it got together, in conjunction with the evidence given on the Hearings, the considered views in writing of the D.S.C.R. and the Pensions Board with any further matters which the representative of the Dominion Veterans Alliance desired to present.

The Commission, therefore, had prepared a circular summarizing the points which had come out on the various hearings with respect to the co-ordination of treatment and pension decisions and giving the appropriate references to the evidence. It asked that any further comments which it was desired to make be forwarded in writing. Copies of this circular were, on January 31, 1924, forwarded to the D.S.C.R., the Pension Board and the Official representative of the Dominion Veterans Alliance. Replies were received from the Pensions Board on February 6, 1924, and from the D.S.C.R. on the 15th of February 1924. The receipt of the memorandum was acknowledged by the representative of the Dominion Veterans Alliance but no representations additional to those contained in the evidence were made.

The Circular and accompanying letter with the replies of the D.S.C.R. and the Pensions Board are incorporated in this Report as follows:

ROYAL COMMISSION ON PENSIONS AND RE-ESTABLISHMENT

MEMORANDUM—RE PROPOSAL OF EX-SERVICE MEN AS TO CO-ORDINATION OF TREATMENT AND PENSION DECISIONS

On the hearings before this Commission, proposals were made by representatives of ex-service men to the effect that decisions as to the rights of ex-service men to treatment and pension respectively, should be decided by the same Body, and that once the service connection of a certain disability had been conceded, that decision should govern in any future application either for pension or treatment in respect of such disability.

The subject was particularly considered at

Regina (evidence p. 9-15).

Winnipeg (evidence p. 65-76).

Toronto (evidence p. 342-359 and 614-615).

and was further dealt with in a Memorandum read by the Secretary of the Board of Pension Commissioners and followed by a short discussion, (see Ottawa evidence p. 538-544).

It was intimated that there would be opportunity for further representations. The Commission would now like to have any memorandum which the D.S.C.R., the Board of Pension Commissioners for Canada, or the General Representative of ex-service men, would care to submit covering any phase of the matters involved in the discussions above referred to and on which supplementary or further representations are desired to be made.

The points brought out seem to be:—

- (a) The anomaly of diametrically opposite decisions as to service connection of the same disability.
- (b) The duplication of investigations and examinations.
- (c) The delay occasioned by having to make an investigation as to pensionability after discharging the man from hospital, and the consequent inconvenience and possible hardship in cutting off income in the meantime.
- (d) The lack of control of the Board of Pension Commissioners of Canada over the outside medical examiners.
- (e) Whether eligibility for treatment with pay and allowances should be decided on the same principles as eligibility for pension, and the possible hardship to men needing treatment if treatment practice conforms to that regarding pension.

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- (f) The practicability or otherwise of one Body administering different regulations as to eligibility for treatment and pension respectively.
- (g) What difference (if any) in principle should be adopted in awarding treatment either with or without pay and allowances as compared with awarding pension.

It would be appreciated if the memorandum which is suggested could be filed with the Secretary by the 9th proximo.

(SGD.) H. D. DEWAR.

31-1-24

THE BOARD OF PENSION COMMISSIONERS FOR CANADA.....

OTTAWA, February 6, 1924.

The Secretary,

Royal Commission on Pensions and D.S.C.R.,
Parliament Buildings, Ottawa, Canada.

SIR:—With reference to your communication of 31-1-24 requesting that a further memorandum be sent from the Board of Pension Commissioners outlining their suggestions with regard to the points brought out in the evidence before the Royal Commission as outlined on the sheet attached to your letter, the Board of Pension Commissioners submits herewith a further memorandum enlarging upon the evidence already given before the Royal Commission by the Secretary of the Board.

The comments follow the order of your classification:—

“ A ”

(1) In respect of diametrically opposite decisions re entitlement by the Board of Pension Commissioners and the Department of Soldiers' Civil Re-Establishment, the Board is of opinion that one decision only should govern entitlement to pension as well as treatment (*with pay and allowances*).

(2) A decision for pension may entail an expenditure continuing perhaps thirty or even forty years for a pensioner and his dependents.

A decision for treatment (*with pay and allowances*) only entails a temporary expenditure.

The decision as to entitlement to pension is the major decision and entitlement to treatment (*with pay and allowances*) should be contingent on entitlement to pension.

(3) Decision as to entitlement to pension and treatment (*with pay and allowances*) could be rendered by the Board of Pension Commissioners with very little extra expense and the Department giving treatment would be under no expense whatsoever with regard to entitlement to treatment (*with pay and allowances*) if the following procedure were adopted:—

The Board of Pension Commissioners to issue on linen paper to every pensioner an entitlement to treatment (*with pay and allowances*) certificate containing:—

- (a) The description of the pensioner for identification purposes;
- (b) The medical nomenclature of the injuries or diseases for which the pensioner is entitled to treatment (*with pay and allowances*).

NOTE.—A copy of this certificate to be sent to the nearest District Pension Office and listed on a treatment list for reference, if necessary.

" B "

(1) With respect to duplication of investigations and medical examinations, the investigations in respect of pensioners and dependent pensioners are so important and far-reaching in their results that only carefully selected and trained investigators should be engaged in this work. These investigators should be directly responsible to the Commissioners and the Commissioners should have direct communication with them. Pensions investigations should be carried out irrespective of all other investigations.

(2) With regard to the multiplicity of examinations under the present system, these examinations would be very much reduced if entitlement to treatment (*with pay and allowances*) followed as of course a decision giving entitlement to pension.

" C "

(1) With respect to the delay in deciding entitlement after the man is discharged from hospital and the hardships resulting therefrom, the present procedure should be revised and the following procedure substituted—

- (a) Pensioners should be conceded treatment (*with pay and allowances*) for the disability for which they are pensioned. (No delay or hardship in these cases).
- (b) In cases of all ex-members of the C.E.F. where entitlement to pension has not been conceded, and whose medical documents may show a possibility of entitlement being established, it is suggested that before admission to treatment these ex-service men should apply to the District Pensions Medical Examiner for a conditional certificate of entitlement to treatment (*without pay and allowances*), and that the District Pensions Medical Examiner should, with the greatest possible expedition from the date the man is admitted to hospital, carry out investigations and examinations to establish whether the applicant is entitled to pension and treatment (*with pay and allowances*) and a decision should be arrived at within the course of two or three weeks and before the man is discharged from hospital, this decision to be confirmed or otherwise by the Head Office of the Board of Pension Commissioners.
- (c) The District Pensions Medical Examiner, after examination of the man's documents should, if he considers there is no reasonable likelihood of entitlement being conceded, refuse to give the man a conditional entitlement certificate to treatment (*without pay and allowances*) but should refer the case to the Head Office of the Board of Pension Commissioners before the man is finally refused entitlement.

" D "

(1) With respect to control of the District Pension Medical Examiners by the Board of Pension Commissioners, the Board of Pension Commissioners should have complete control of its District Office Medical Examiners for the following reasons,—

- (a) If any of these Medical Examiners prove inefficient the Commissioners may dispense with their services;
- (b) Civility, courteousness and patience is so important in dealing with returned men that the Commissioners should have full authority to discipline or discharge any of the Medical Examiners if it is found necessary;

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- (c) The Commissioners could then issue direct to their Medical Examiners regulations and instructions and the Examiners could have direct communication with the Board. This they have not at present;
- (d) If at any time a Medical Examiner is deviating from pension practice and regulations he could be brought to Head Office for instruction and training;
- (e) If the Commissioners consider it advisable, Medical Advisers at Head Office could be interchanged for certain periods with the Medical Examiners from the District Offices so that each could be conversant with the work both at Head Office and in the field;
- (f) Closer co-operation would result in a better understanding between the Medical Examiners and the Commissioners to the mutual benefit of both and in this way bring the Commissioners in more direct touch with the pensioner;
- (g) There are only twenty-seven doctors in the whole of Canada at present engaged in carrying our examinations for pension purposes and this number, with the necessary clerical staff for carrying on office work, would be ample organization for carrying on Pensions' Work in the various districts.

“ E ”

(1) With reference to any difference in the regulations regarding entitlement to pension and to treatment (*with pay and allowances*) and the hardship to men if the same regulations for both existed, the Board points out that at the present time—five years after the Armistice—the regulations with regard to pension and treatment (*with pay and allowances*) are practically the same and based on the same requirements, namely that the injuries or diseases were incurred on or aggravated during service. This did not exist formerly as men were treated for any condition within a year of their discharge from the forces. At the present time it would appear that no C.E.F. men come under this treatment regulation. There is no difference, therefore, in the regulations with regard to entitlement to pension and to treatment (*with pay and allowances*) at the present time.

“ F ”

(1) With regard to the practicability of one body administering different regulations in respect of entitlement to pension and treatment it would seem that this is practical only in so far as it means treatment (*with pay and allowances*).

When treatment (*without pay and allowances*) is granted for any other reason, namely compassionate grounds, destitute circumstances, etc., this should be decided by some other body than that administering pensions; otherwise the ex-service man always feels that if he can be admitted to treatment (*without pay and allowances*) on compassionate or good service reasons he can be admitted to pension or treatment (*with pay and allowances*) on the same grounds.

Entitlement to pension and to treatment (*with pay and allowances*) should be confined to one body for a decision—should be definite—either in or out.

(2) The procedure as outlined in “A” would admit a pensioner to treatment (*with pay and allowances*) for a pensionable condition at any time to any Soldiers' Hospital throughout the country.

"G"

(1) With respect to the difference in principle in entitlement to pension and to treatment (with or without pay and allowances):—

- (a) No difference in principle should be adopted with regard to entitlement to pension and entitlement to treatment (with pay and allowances) for the same injuries or diseases:
- (b) A considerable difference in principle must necessarily follow with regard to entitlement to pension and entitlement to treatment (without pay and allowances) as the treatment would necessarily be for injuries or diseases not incurred on or aggravated during service, and should depend on regulations outside of the Body deciding entitlement to pension.

(2) Treatment (without pay and allowances) of ex-service men for injuries or diseases not related to service should be a matter for decision for the Minister in charge of the Department. The Board, with some diffidence, suggests that this might be granted by the Minister in the following cases,—

- (a) Ex-service men who are in receipt of pension of forty per cent or over for a war disability.

NOTE:—This would involve a class numbering fourteen thousand, nine hundred and seventy-three pensioners and it is estimated that not more than five per cent per annum of these would require treatment for conditions not related to service. This procedure, if adopted, would extend to pensioners a concession which would be far-reaching in its good results and yet only commit the country to a small extra expenditure. It could be carried out entirely by the Soldiers' Hospitals without any reference as regards entitlement except the required pension credentials which every pensioner would have in his possession.

- (b) Ex-service men in destitute circumstances on compassionate grounds only.

REMARKS

Although not included in your memorandum, the following suggestions are offered:—

(1) The system of pay and allowances should be abolished and one hundred per cent pension in lieu thereof substituted therefor.

One hundred per cent pension in the case of privates is slightly more; in the case of Officers and Non-Commissioned Officers with no family or small families slightly less; with large families practically the same as pay and allowances.

It would be necessary to amend the Pension Act otherwise the benefits of Section 33 would accrue to those receiving one hundred per cent pension in respect of treatment.

(2) The Board of Pension Commissioners should control the payment of all pensions and all correspondence to pensioners with regard to their pensions.

(3) A daily list of pensioners admitted to treatment (with pay and allowances) could be forwarded from all Soldiers' Hospitals to the Head Office of the Board of Pension Commissioners and these be automatically placed on one hundred per cent pension to date from the date of admission to hospital.

(4) Soldiers' Hospitals before discharging any patient should send him with his Hospital Treatment Case Sheet to the District Pensions Medical Examiner for complete examination and recommendation as to his future award of pension.

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(5) The pensioner following his discharge from hospital should be carried on one hundred per cent pension for a certain number of days after discharge (approximately five to ten) in order that he may be provided with an extra amount of funds pending his resuming his former occupation. At the expiration of that time he automatically reverts to the amount of pension recommended by the District Pensions Medical Examiner.

This would dispense with all pay and allowances and the large accounting and paying staffs in each Unit, and all cheques would be issued monthly from Pay Branch of the Head Office of the Board of Pension Commissioners as is done in the case of all other pensioners. A saving of hundreds of thousands of dollars in administrative expenses would result from this procedure.

(6) The only funds paid to ex-soldiers by the Treatment Branch would be their expenses at a fixed rate for board and lodging in travelling to and from treatment. Travelling warrants would also be issued.

(7) The man on discharge from hospital would be paid at a fixed rate any expenses incurred in travelling to and from treatment and he would receive a cheque for one hundred per cent pension at the end of the month covering a period of treatment and for some days following discharge. The pension for the extra days following discharge from hospital would more than compensate him for any loss of immediate pay at the time he is discharged. It has been shown that a small percentage of pensioners remains in hospital less than three weeks and they and their dependents would be money in pocket by accepting the one hundred per cent pension during treatment together with the one hundred per cent pension for a certain number of days (to be decided on) following pensioner's discharge from hospital.

(8) Out patient, Class One (with pay and allowances) should be discontinued. The number of such cases is negligible.

These suggestions are offered to the end that:—

- (1) A large saving in administrative expenses would be made;
- (2) The adjustment of claims for pension and treatment would be accelerated;
- (3) The arrangements for pension outlined above would afford a financial bridge in treatment cases between discharge from hospital and the resumption of former occupation.

Respectfully submitted,

(Sgd.) W. E. DEXTER,
for Secretary,
Board of Pension Commissioners for Canada.

DEPARTMENT OF SOLDIERS' CIVIL RE-ESTABLISHMENT

OTTAWA, February 15, 1924.

DEAR COL. RALSTON,—I have before me a letter dated January 31st, from your Secretary, together with a memorandum regarding the co-ordination of treatment and pension decisions. The memorandum has been the subject of discussion with the executive officers of the Department, and this memorandum being forwarded to you has the approval of the Honourable the Minister.

In giving you these comments I have tried to keep the subject of my remarks in accordance with the various headings of your memorandum, as follows:—

- (A) The anomaly of diametrically opposite decisions as to service connection of the same disability.

While there may have been a number of diametrically opposite decisions in the early days during which time the staffs of the Board of Pension Commissioners and the Department of Soldiers' Civil Re-establishment were separated, and for a short time after the amalgamation of the staff of these bodies, amalgamation has effected not an absolute but a practical co-ordination of decisions. I say not an absolute because either body has power to deal with the question of eligibility as respecting treatment with pay and allowances or pension, as apart from the other body. On the other hand, during the past year there has been, at least to my knowledge, no case in which the Department has given a decision which has not been concurred in by the Board of Pension Commissioners, or vice versa. To say, however, that the Department approves of the principle of deciding as to attributability in accordance with the terms of the Pension Act, would be superfluous, since to all intents and purposes this principle is in effect at the present time apart from the question of dealing with specific diseases which are covered in special departmental regulations. Under date of June 26th, 1923, an Order in Council P.C. 1127, providing certain revisions to Order in Council P.C. 580, was passed. In this Order in Council provision was made under Clauses 4 and 6 on Pages 6 and 7 for the payment of special dependents' allowances in cases where immediate treatment is required and (a) where the diagnosis is uncertain and may reveal a condition attributable to service, or (b) where the diagnosis is known but the question of attributability is uncertain. This provision was made in order to obviate distress on the part of those cases where it appeared likely that the condition would eventually be accepted as attributable to service but where there might be delay in obtaining necessary proof or further evidence required before attributability could be accepted or full pay and allowances could be granted. This, as you will note, is an additional provision over and above those found in the Pension Act, and to a great extent obviates any difficulty that might be involved in the acceptance by the Department of the principle of adapting the Pension Act to the department's regulations as respecting attributability. In this connection I would further draw your attention to the provisions in Clause 2, subsection 2, on page 2, granting authority to the Department to provide treatment only without pay and allowances under certain special circumstances.

Since it is obviously necessary for the Department to supervise the treatment examination services of the various districts, it is necessary to have, apart from the Pension Medical Advisors at Head Office, a certain medical staff, which staff is charged with the administration of regulations which fall outside the provisions of the Pension Act. It is not considered that there is any duplication of medical services at Head Office at the present time. There are some eleven or twelve advisors to the Board of Pension Commissioners dealing entirely with pension matters. On the other hand there are only some six medical officers, including the Director of Medical Services, on the strength of the Department, who deal with the administration of Department affairs. They include specialists in the various lines of treatment conducted by the Department such as Dr. Mitchell, specialist in psychiatry; Dr. Carmichael, specialist in chest diseases; Dr. Biggar, who handles the administration of treatment for cases outside of Canada, including the United States and Great Britain; Dr. Filson, who in addition to reviewing the medical history of cases admitted to the strength of the Department, handles certain matters relating to the Federal Appeal Board; and Dr. McCormick, who generally assists Dr. Filson, and in addition deals with recommendations *re* vocational training. Apart from these medical officers, there is only the Director of Medical Services and his assistant, so that the question of reducing the medical staff by centering responsibility for attributability in the Board of Pension Commissioners, would not affect the medical staff in any way at the present time.

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Apart from the above considerations if the departmental regulations provided definitely that the Pension Board decisions must be accepted as respecting attributability, there would be certain additional delays on admission since all cases taken on for treatment would have to be first submitted to the board for decision before pay and allowances could be granted. At the present time, as you are aware, the unit officials of the department have authority to take on cases for treatment and to grant pay and allowances, subject only to review at Head Office and later reversal of decision. As I say, however, this feature would not be very serious in view of the additional provisions made under authority of P.C. 1127, above referred to.

New cases are becoming fewer; the majority of cases taken on for treatment at present are old pensioners, where there is very little question as to attributability. On the other hand, there were 400 new T.B. cases taken on the strength in the last twelve month period. There were in addition a few new neurasthenic and mental cases, and a few coming under other classifications. The total number dealt with in this connection during the period:

Pensioners—Non-pensioners:—(This information not readily available. I can get it for you if required).

(B) The duplication of investigations and examinations.

Those who made the statement as to the above were not informed as to the departmental machinery. Pension award is now made on Form 76, the Medical Discharge Board of the hospital, and is of course required in every case. Prior to the amalgamation it was necessary for a man to be boarded on discharge from hospital, after which he was obliged to report to a separate office operated by the Board of Pension Commissioners, in a different part of the town, where he had to undergo another examination by a pension examiner, and the information was then forwarded on Form 865. This duplication, as indicated above, has been eliminated since amalgamation. As respecting investigations, the same condition applies. When a man is taken on strength for treatment he applies for dependents' allowances, and investigation is made as to his circumstances. The result of this investigation is used later when the question of additional pension on account of such dependents is under consideration. At present there is only one investigating section in each unit, composed of social service nurses and especially trained investigators. All requests for investigation go through one source, and as a result of amalgamation any duplication in this service has been done away with.

(C) The delay occasioned by having to make an investigation as to pensionability after discharging the man from hospital, and the consequent inconvenience and possible hardship in cutting off income in the meantime.

The reply to (A) above pretty well covers suggestion (C) that the Department approves the principle of the application of the Pension Act to eligibility for either treatment with pay and allowances or pension, and furthermore this principle is practically in effect. I would, however, point out to you that there must be a certain amount of delay in certain cases either on admission or after discharge. The new procedure will place this delay on admission, which is probably preferable in view of the fact that provision has been made to take care of cases which appear to warrant same.

(D) The lack of control of the Board of Pension Commissioners of Canada over the outside medical examiners.

No pension medical examiner is at present on the strength of the Department making medical examinations for the Board, who has not been approved of by the Board. No changes are made in the personnel without the Board's

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approval. Instructions from the Board of Pension Commissioners to the examiners are conveyed direct to these examiners by the Chief Medical Advisor who is also the Director of Medical Services of the Department. Pension Medical advisors on the staff of the Board of Pension Commissioners at Head Office write direct to pension examiners and give instructions to them under authority of the Director of Medical Services and Chief Medical Advisor. Examiners are instructed to accept such instructions as being the direct authority of the Director of Medical Services.

- (E) Whether eligibility for treatment with pay and allowances should be decided on the same principles as eligibility for pension, and the possible hardship to men needing treatment if treatment practice conforms to that regarding pension.

Here again I would draw your attention to reply to (A) above. There are special classes of cases dealt with by the Department which do not come under the Pension Act. I refer to specific diseases, and those covered by the terms of P.C. 1127. In these respects the Department regulations are not in conformity with the Act. The Department has no objection in using the Pension Act as an authority for treatment with full pay and allowances, so that it becomes a question of Government policy. It is considered, however, that the terms of P.C. 1127, providing treatment with special allowances, and treatment only should not be interfered with.

- (F) The practicability or otherwise of one body administering different regulations as to eligibility for treatment and pension respectively.

There should be no necessity for different regulations as respecting pension or treatment with pay and allowances; the Pension Act should govern. The other considerations under which treatment can be granted are covered definitely by regulations and there is no apparent reason why a separate section should not deal with these additional regulations as is being done at present.

- (G) What difference (if any) in principle should be adopted in awarding treatment either with or without pay and allowances as compared with awarding pension.

The principles already adopted by the Government are set out in Order-in-Council P.C. 580, as amended by P.C. 1127, a copy of which is attached hereto.

I trust that the above memorandum will meet your requirements. You will, of course, realize that the various principles involved in your memorandum and reply herewith have been subject to consideration by not only the Departmental officials but by the Government, for a considerable time. The principle that one basis on which the right to grant treatment with pay and allowances or pension should be adopted, was definitely in view at the time amalgamation between the staffs of the Department and the Board of Pension Commissioners was brought about.

If there is any further information I can give you in this connection, I would be glad if you would advise me.

Yours sincerely,

(Sgd.) N. F. PARKINSON,
Deputy Minister.

Col. J. L. RALSTON,
Chairman, Royal Commission on Pensions and Re-establishment,
Ottawa, Ont.

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The only interest of the Commission in the matters discussed in the foregoing memorandum is to see whether there is anything which calls for suggestions in respect of the procedure affecting applications for Pensions and Treatment.

The ramifications of the Pensions and Treatment Organizations, their respective jurisdiction, and the agencies through which they have to operate, are matters for representation to the Government and Parliament and are entirely outside the scope of the Commission except in so far as they affect the applicant. On this aspect the following deductions from the evidence and memoranda sum up the situation:—

1. Both the D.S.C.R. and the Pensions Board concur in the statement that the principles under which the right to Pensions and the right to Treatment with pay and allowances are decided are identical.

2. Even if, in practice, the Pensions Board and the D.S.C.R., may arrive at similar conclusions concerning the man's right to Pension and his right to Treatment with pay and allowances, this does not meet the objection that in order to secure these decisions the man has had to undergo a completely separate investigation by each tribunal and that both are entirely independent of and uninfluenced by the decision of the other.

3. This dual system could be obviated by having one authority decide both claims or by having the decision of either body accepted by or binding on the other.

4. The amounts payable to a patient during treatment are more logically based on 100 per cent Pension than on service pay and allowance.

5. Treatment on compassionate grounds could still be extended by a separate body under appropriate special regulations.

Suggestion by Ex-Service Men

After two years pensions not to be cancelled as having been granted in error.

That in all cases where pension has been granted for any disability and has been continued for a period of two years from the date of the award there shall be a conclusive presumption that such disability is attributable to, or, incurred or aggravated during, service. (Winnipeg 107).

The reasons advanced in support of this suggestion were that once pension is granted the recipient is entitled to conclude that it will be continued as long as the disability remains and if the disability be permanent he has a perfect right to feel that his income from this source is secure for life. With this assurance he may enter into commitments which if he is unable to carry out may spell ruin to him.

Two cases were instanced in which pensions granted, one nearly six years previously, were cancelled on the ground that the disability was not related to service and hence pension had been granted in error. This may have been true, but it was argued that as no new fact had been produced the error could have been corrected within a month or two quite as readily as years after and that the Pensions Board having paid the pension for such a long period was thereby stopped from refusing to continue payment.

It was distinctly stated that there was no thought of applying the rule to cases of malingerers or others who might have obtained pension by fraudulent means.

The rush and haste with which pensions were put through during demobilization and shortly after perhaps offered justification for subsequent correction of errors which might never have been made had there been time for orderly consideration of applications even although a considerable time had elapsed between the grant and cancellation of the pension. A long time was necessary

in order to review and properly consider such pensions. Pensions, therefore, already cancelled should not be revived, but as there was no reason for hasty decision and plenty of opportunity for revision during the past two years this cause of possible error no longer obtains, and corrected within a reasonable time should not be invoked to cancel a pension which the pensioner had every reason to believe finally decided as regards entitlement.

Recommendation of Commission

That if entitlement to pension has been admitted and pension paid for a period of two years, pension should not be cancelled on the ground that the service connection of the disability was conceded in error. This recommendation does not apply to pensions heretofore cancelled, or to cases of fraud.

PART SIX

CANADIANS AND IMPERIALS IN THE UNITED STATES

GENERAL STATEMENT

The following figures give an idea of the extent of the work done by the Canadian authorities among ex-service men living in the United States:—

Number of Canadian Pensioners in the United States on February 29, 1924—

- (a) Disability, 3,767.
- (b) Dependents, 1,287.

As to the distribution of these men, the information which the Commission has, places the largest concentration in New York City and the surrounding territory, the second largest in Massachusetts and the third in California. In the Detroit-Windsor district there are 1,059.

Number of medical examinations conducted by the U.S. Veterans Bureau for D.S.C.R. on Canadian ex-soldiers from April, 1923, to March 31, 1924, 3,420.

Amount of money paid annually for pensions to Canadians residing in the United States, \$2,153,004.

Amount of money paid annually for treatment, etc. of Canadian ex-service men residing in the United States from April 1, 1923, to March 13, 1924, \$121,890.92.

Number of Imperial Pensioners in the United States on December 31, 1923—

- (a) Disability, 3,876.
- (b) Dependents, 1,799.

Number of medical examination conducted by the U.S. Veterans Bureau for D.S.C.R. on Imperials from April 1, 1923 to March 31, 1924, \$3,122.

Amount of money paid annually for pensions to Imperials residing in the United States, £267,833; (Canadian supplement) \$169,867.

Amount of money paid annually for treatment, etc., of Imperial ex-service men residing in the United States from April 1, 1923 to March 31, 1924, \$45,077.57.

Number of Canadian ex-service men residing now or lately residing in the United States (estimated), 45,000.

All members of the Empire forces who reside in the United States are looked after by the D.S.C.R. through the U.S. Veterans Bureau, which is the corresponding Department of Government in the United States. The D.S.C.R. reciprocates by affording similar services to United States soldiers living in Canada.

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No reliable information could be obtained as to the approximate number of Canadian ex-service men living in the United States while it was estimated on the Hearing that there were between 50,000 and 60,000 residents of the United States who enlisted in the Canadian and British forces. A later estimate furnished the Commission makes the more probable number between 40,000 and 50,000.

The evidence on this subject was presented at the Toronto Hearing by the President of No. 1 Post of the Detroit Command of the British Great War Veterans Association of America. This organization is composed, and for the benefit of Canadian and Imperial ex-service men living in the United States. There are 33 branches, called Commands.

This Association, in anticipation of the Commission's Hearing, circulated a special questionnaire through the various Commands in the United States and also, by advertisement, mass-meetings, and personal interview, called for suggestions from ex-service men as to the subjects of the Commission's enquiry. The answers which were returned to about 3,000 of these questionnaires were then gone through by the National Council of the Association, sitting at New York and the proposals for presentation to the Commission were the result.

Suggestion by Ex-Service Men

Facilitating readmission to the United States of Canadian ex-service men who return to Canada temporarily

That arrangements be made so that Canadian Ex-Service men residing in the United States, and coming temporarily to Canada for purposes connected with pension or treatment, should be promptly readmitted, without difficulty, on return.

The cases referred to particularly were Canadians near the border, who had crossed to Canada for the purpose of receiving from the post-office, or cashing, their pension cheques, and had, on their return, found some difficulty in being admitted, particularly if they had a partial disablement which was apparent (Toronto 69, 70, 95). Some men had a mistaken notion that if they lived in the United States they were not entitled to Canadian pension. Consequently, they gave a Canadian address, near the border, to which pension cheques were to be sent, and, to procure these they had to cross to Canada.

There are also men who may want to come to Canada for treatment or special examination. Arrangements for their return can always be made in advance by representations from Ottawa to Washington through the regular channels. The drawback to this is the necessary 3 or 4 weeks delay. This regular procedure is followed in cases where the man is officially authorized to come to Canada for any purpose which may involve his remaining for any length of time, but in the ordinary case, of the man coming over independently on some casual mission, formality is generally dispensed with. In these latter cases there is always the possibility that a man, particularly one who is disabled, may encounter difficulty in returning although instances of this are evidently not at all common. It is probable that any absolute remedy would involve some alteration in the immigration regulations of the United States, with reciprocal changes by Canada, to permit the readmission into either Country of ex-soldiers ordinarily resident there who have been temporarily absent in connection with pension or treatment upon presentation of a letter of identification from the U.S. Veterans Bureau or the D.S.C.R. as the case may be, vised by the official to whom the man has reported. It is felt that such a provision applying reciprocally in both Countries could not offend against the spirit of the regulations of either.

Recommendation of Commission

That representations be made by the D.S.C.R. to the Department of Immigration with a view to such action as may be considered necessary and advisable to make certain an unmolested return for the man who has a bona fide errand out of either Country into the other in connection with his service disability.

Suggestion by Ex-Service Men

That provision be made to insure more promptness in granting treatment in urgent cases to ex-service men residing in the United States (Toronto 65, 66).

The arrangements for emergency treatment are similar to those in Canada, except that the treatment is afforded by the U.S. Veterans Bureau. A somewhat indefinite intimation was given that treatment was not always afforded as quickly as the circumstances of the case warranted. It was not alleged that there had been any general delay (Toronto 81). The statement by the D.S.C.R. representative was that recently there had been a very small number of complaints, and that the service was, generally speaking, working very smoothly. (Toronto 76).

The need for more prompt emergency treatment was made the basis of a recommendation that there be organized some sort of a local Committee, with one official to be paid by the Department, and that this Committee should have the power to determine, regardless of the decision of the U.S. Veterans Bureau, whether the case was sufficiently urgent to require immediate treatment. (Toronto 71 and 80).

Admittedly if a man in need of immediate treatment had to wait until his application was dealt with in the ordinary course of post through Washington to Ottawa and back again there would be need of some drastic change but nothing of this kind was even hinted at and the arrangement in force should prevent any such occurrence.

The practice to be followed when a Canadian ex-service man applies to the U.S. Veterans Bureau for treatment is set out in an agreement between the D.S.C.R. and the Bureau, an extract from which follows:—

“Except in cases covered by paragraph (b) in no case should treatment be undertaken pending receipt of authority from the Bureau. Before issuing such authority it will be necessary for the Bureau to secure authority from the Department.

(b) If it is apparent that emergency treatment is required for what appears to be a war disability the medical representative of the Bureau can give the treatment or order the man to hospital without waiting for specific authority.”

This arrangement gives ample scope for dealing with an urgent case without delay. No doubt there are cases where the Veterans Bureau officials decline to accept the responsibility which paragraph (b) confers and the man is kept waiting until a request to Ottawa for authority is sent through Washington and a reply received thereto. This can in appropriate cases be done by telegraph so that 24 to 36 hours should be the maximum time consumed even if the Bureau official wanted to take the less decisive course.

It would be expected also that there are cases where the ex-soldier gets the benefit of a quick “on the spot” decision by the Veterans Bureau officials taking him on for treatment rather than running the risk of delay when if the case had been referred to the Canadian authorities the application would have been refused.

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The regulations seem ample. The difficulty arises from the necessary interjection of the personal factor not only in the official but in the applicant as well. The official may appear active and sympathetic or lethargic and indifferent, the applicant may seem to be trustworthy and civil or unreliable and assertive. Both may be entirely misjudged but the action taken by the official and the contentment of the applicant may be influenced greatly by these appearances. This holds true, however, concerning many besides ex-soldiers and officials, and the Commission cannot find from the evidence that ex-service men in the United States applying for treatment under the present regulations and practice are dealt with less favourably than if they were in Canada.

Recommendation of Commission.

None.

Suggestion by Ex-service Men.

Facilitating medical examinations and decisions thereon

That provision be made for eliminating delays in connection with medical examinations, and the subsequent decisions thereon. (Toronto, 71, 82, 83).

It was pointed out that the Canadian Pension authorities do not accept the assessment of the Medical Examining Board of the United States Veterans Bureau. All that is asked for from the United States authorities is that they describe the condition. This description goes forward through Washington to Ottawa and on it the Canadian authorities assess the degree of disability (Toronto 70). There is delay necessarily, and it is accentuated where further correspondence is required to amplify the information received: If the assessment itself were made by the Examining Doctor in the United States there would probably be quicker action, but so long as Pension Statutes and Regulations differ in the two Countries, and so long as there are variations in their respective Tables of Disabilities the decision must necessarily be made by the authorities of the State which pays the bill.

In order to meet the difficulty, and still retain the necessary Canadian Supervision, it was suggested that a Canadian Examining Board might visit the border cities and make the examinations of men residing there. The City of Detroit, and the City of Boston were mentioned as two places where there was a very large concentration. This suggestion which seems on its face feasible enough is, on consideration, open to serious objection. Canada and the United States have reciprocally undertaken to look after each others' soldiers in the respective Countries. While, no doubt, the United States officials would welcome being relieved from some of this work there would, in the sending over of Canadian Medical Boards, be a hint of want of confidence which the most absolute assurances to the contrary could hardly be expected to entirely dispel. Unless Canada proposes to undertake her own Medical examinations in the United States it is felt that the system now followed should be adhered to uniformly without making exceptions on account of differences in geographical location.

Involved in the above suggestion there is also an intimation of delays experienced in waiting for Medical examinations. So far as the Commission can learn no distinction whatever is made between United States and Canadian soldiers attending for examination. Obviously so long as the Canadian authorities agree to utilize the machinery of the United States organization, suggestions and methods of improvement, if any such are indicated, cannot properly or effectively be made by way of formal recommendation by a body such as

this Commission. All that can be proposed is the maintenance of close liaison between the two kindred services not only at Headquarters but throughout both Countries.

Recommendation of Commission.

None.

Suggestion by Ex-service Men.

Canadian Soldier Advisers in the United States

That a Canadian official qualified to afford service to Canadian and Imperial ex-soldiers in respect of pensions, treatment and re-establishment matters be appointed in the larger centres of the United States. (Toronto 71).

There appeared frequently in the evidence given on the Hearing at Toronto a suggestion of a desire for closer contact between the Canadian ex-service man in the United States and the Canadian authorities. This did not indicate complaint of the service afforded by the United States Veterans Bureau but simply expressed the natural preference of these men for their own institutions. The idea as voiced was:—

“The general concensus of opinion in the minds of the men there, is that they would rather be treated by their own countrymen.” (Toronto 73-8-9, 96).

It goes without saying that Canadians living in foreign countries cannot be expected to have the same intimate relations with, and service from, the institutions of their own country as those residing in Canada. Nevertheless it was rather broadly asserted on the Hearing that Canadians residing in the United States should

“enjoy the same privileges as the Veterans resident in Great Britain and the Dominions.” (Toronto 65, 79).

This claim must have been advanced only in a strictly relative sense. No suggestion was offered whereby any such ideal conditions could be brought about. It is also to be remembered that manifestly the geographical situation alone makes even an attempt at such a service futile. Everything possible is done to adapt the existing organization to reach, at least indirectly, all Canadian ex-service men, and direct correspondence between the ex-soldiers and Canadian Headquarters is freely carried on. But Canada's activities in some respects must stop at the Canadian border. The Canadian authorities make no provision for unemployment relief of Canadian ex-service men living in the United States, and also, if vocational training is granted, such training must be taken in Canada. (Toronto 66, 67, 69). The general principle of closer association was made the ground of a suggestion that there should be established at the larger centres, a permanent Canadian office, with at least one paid official in co-operation with a Local Committee to look after Canadian and Imperial ex-service men (Toronto 71).

An illustration of the possible usefulness of such a Local organization was given in 1920 when a very acute employment situation was experienced. In New York, a United British Relief Committee was formed as a result of the initiative of the British Great War Veterans Association and the efforts of the British Consul General.

This Committee passed on over 7,500 cases of application for relief in 22 months, granting relief in nearly 6,000 cases, found permanent employment for over 550, and temporary jobs for a large number.

The only other agency which was brought to the attention of the Commission through which the Canadian ex-service man might be assisted, was the

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American Red Cross Order. The arrangement put in evidence (Toronto 89) indicates that a very thorough and interested service is provided for members of the Canadian and Imperial forces by this body. Wide circulation was given to this arrangement, and apparently the information was acted upon, as the evidence showed that complaints direct to the Canadian Authorities decreased very noticeably.

The Commission considers it worth while incorporating herein the text of the arrangement with the American Red Cross. It is as follows:—

(Toronto 89). "The American Red Cross gives service not only to the families of ex-service men, but to the men themselves. The Department of Soldier's Civil Re-establishment has agreed to furnish the Social Service Workers in the Division offices with the names of men who complete treatment in the United States for a War disability. These names will be sent on to the Home Service Workers of the Red Cross Chapters, who will endeavour to make contact with the men and to assist them in various ways.

"In the hospitals, the Red Cross co-operates with the United States Government in providing Social Workers and recreation. The Social Workers in the hospitals in co-operation with others in the men's home town inquire into home conditions and try to make any needed social adjustments. Often family difficulties prevent a man from taking advantage of hospital care or other benefits to which he is entitled, and in such cases it is the rule of the Red Cross Social Service Workers to give advice and, if necessary, assistance. The Workers are not limited to any "Types" of service, but are supposed to answer every need of the disabled man and his family in so far as that is possible. While the general policy of the Red Cross is to render service wherever it is needed, many of the smaller chapters, which were active during the war, have practically ceased to exist, and in some of the larger cities the Red Cross serves only the disabled men and their families, turning over the problem of able-bodied ex-service men to other agencies. On the other hand, about five hundred chapters have extended their Social Service Work to Civilian families on a peace-time basis, and another five hundred will soon be added to this number. The general rule, however, holds that, wherever, in the hospital or outside, the American Red Cross maintains a Social Service staff, these workers will do for the former member of the Canadian or British forces and his family what they would do for the former member of the American Expeditionary Force and his family. If, therefore, any men from Canada or the British Isles as well as from Australia and New Zealand, are in need of friendly advice or assistance, there need be no hesitation in laying the matter before a Red Cross representative.

"If any man is unable to get in touch with the local Red Cross representative he may write to the Division Director of the Red Cross, having jurisdiction over the State in which he is living."

The information, which the Commission has is that the work of the American Red Cross has been most thorough and as might have been expected, has been given for the benefit of Canadian and Imperial ex-service men just as freely as for their own nationals. This excellent organization is, as appears from the above circular, very widely established and is within comparatively easy reach of any soldier needing help or advice.

The question as to whether the appointment of a Canadian in the capacity of a soldier's friend or soldier's adviser is desirable depends, in the Commission's opinion, largely on the area concentration of men whom such an official would

serve. While the United States Veterans' Bureau and the American Red Cross are co-operating in every way, they are, of course, not altogether familiar with Canadian statutes and regulations governing pensions and treatment. The intricacies of both these branches require careful training and experience and the Commission is of the opinion that in one of two of the larger centres of the United States where Canadian ex-service men are congregated the appointment of a soldier's friend or adviser might be tried as an experiment and any future policy in that respect based on the experience thus gained.

Recommendation of Commission.

That in one or two of the centres in the United States where the largest number of Canadian ex-soldier men are concentrated a soldier's adviser be selected and appointed under conditions and regulations governing the appointment and duties of soldier's advisers in Canada.

PART VII

EXISTING RE-ESTABLISHMENT NEEDS

GENERAL

Paragraph 2 of clause 2 of the Commission's Reference speaks of a "survey of existing re-establishment needs". While this was intended only to indicate the method and scope of the Commission's inquiry concerning handicapped men, it was apparently regarded by ex-service men as an invitation to submit to the Commission practically anything which could be regarded as in the remotest degree affecting ex-soldiers or their dependents.

The Commission intimated in its Memorandum (see Appendix) its views of the limited effect of this paragraph. The Commission concluded, however, without any undertaking to make recommendations or state conclusions on matters not properly within its scope, that to refuse to hear evidence which had been prepared at considerable trouble, on other soldier problems would not only be unnecessarily strict, but would throw away a favourable opportunity to have on record information which might well be of value in other connections.

The Commission is, therefore, including the following subjects under the above general head, namely, Employment Generally, Housing, Repatriation and Refund of Passage Money, Women and Children, Prisoners Welfare.

There are also three matters which are entirely outside the purview of the investigation. As to those, permission was given to make the representations matters of Record. They are Imperials, R.N.W.M.P. and Burials.

In cases where the Commission has stated any conclusions or made recommendations in connection with any of the foregoing, it has been done simply as the Commission's endeavour to focus the discussion.

Section 1. Employment Generally

The subject of employment of handicapped men has been gone into at length. Turning to the problem of the employment of the fit ex-service man, its solution must, to a great extent, depend on the same factors as enter into the employment situation generally.

It was claimed, however, that ex-service men had experienced more difficulty in obtaining employment than the men who had not been in the army. All that can be done here is to set out the statements which were made and the statistics which were submitted in support of that contention. It is true that the impression existing that ex-service men were not as readily taken on for work as civilian was one of the reasons for discontinuing, two or three years ago,

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the practice of differentiating in the Provincial Employment Bureaux between ex-soldiers and others, on the theory that a man labelled as an ex-soldier when sent to an employer, was less likely to be engaged.

Official statistics which would show, separately, the extent of unemployment of the two classes of ex-service men, namely, disabled and fit, are not procurable and the Commission has not any satisfactory method of arriving at the number or percentage of fit ex-service men unemployed. The Commission has already set out (Part Two) various statistics which were submitted at Vancouver (339) and Toronto (1418, 1422-3, 1425-9, 1423-3) which were claimed to support the contention that the ex-service man was prejudiced in obtaining employment.

The Commission has been unable to verify by official statistics the definite figures submitted to show number of ex-service men unemployed as compared with civilians. On their face they represent local situations. The Commission has incorporated them simply to show the contentions which were made.

While the deduction which is attempted to be drawn from these figures that fit ex-service men are to a substantial extent discriminated against by the average employers cannot be accepted as applying to-day, it is generally known and requires no statistics in proof thereof that, in the earlier days a prejudice grew up in some quarters to the disadvantage of ex-service men. The reason for this very largely disappeared and it must be the very exceptional case to-day where, other things being equal, any distinction is made at least to the prejudice of the ex-soldier.

Based on the condition which it was claimed, statistics showed, a remedy was suggested as an alternative to the generally recognized methods of assisting ex-service men to obtain employment. This alternative was in effect what is commonly known as the "bonus."

It was put forward at two of the Hearings, namely, Vancouver (382) and Toronto (1418, 1432, 1425-9). At the former it was a minority report, and at the latter it was claimed to represent the views of ex-service men who answered a questionnaire which had been locally circulated. The same scheme had been presented verbatim before the 1922 Parliamentary Committee and the arguments advanced then were reiterated in their entirety. (Toronto 1441, Vancouver 361, 1922 Parl. Com. Rep. p. 220). Those frequently referred to in emphasizing the need for this measure were men who had as a result of their service

"suffered physical impairment which has rendered many of them incapable of earning their living and taking their place in civilian life." (Toronto 1422).

and

"who have broken down as a result of war disability." (Toronto 1431).

While the particular needs of the disabled and of those out of work were urged as the group requiring relief, the remedy as outlined had no special reference to them but was for the sick and the well, the needy and comfortable alike. After five years of rehabilitation work along lines of co-operative assistance, a universal grant could hardly be justified as a re-establishment measure to surmount the large commitments already incurred for that purpose. Stripped of the reference to special and emergent cases the proposal is that, considering discrepancy between the pay of the soldier and the civilian, an allowance be granted to all ex-service men, no matter what their circumstances, in addition to the rate fixed on their enlistment. The suggestion, from this angle, proposes a radical departure in general national policy and having regard to the varied

and extensive activities undertaken and the expenditures made towards rehabilitation, it concerns recognition of war service rather than re-establishment, and as such is outside the scope of the Commission.

Unemployment relief on the other hand is a measure which although temporary takes account of acute conditions in individual cases and varies with the necessities presented from time to time. It may not be generally known that the Government has to date expended over eight million dollars in assisting ex-service men in this way. This constitutes probably 85 per cent of all unemployment relief paid by the Federal Authorities. In the winter of 1922-23 there was being paid out in the Toronto Unit alone, about \$12,000 per week to ex-service men. Naturally this mode of assistance is resorted to only when all other means have failed or are inapplicable. Men do not want the dole any more than the authorities are anxious to give it, and as mentioned in Toronto (1,563) relief should not be given without return,

“For every year we give relief we will suffer for ten years.”

The Commission has already, in discussing the employment of handicapped men, indicated the special regulations which are in force, whereby fit ex-service men are given a preference over all other applicants for Government positions, excepting their disabled comrades. This preference is contained in the Civil Service Act, previously quoted, and has also been preserved by Order in Council P.C. 1053 which transfers a certain number of positions from the jurisdiction of the Civil Service Commission to the various Departments. The percentage of accepted applicants for civil service positions, who have been employed in the years 1920 to 1924, has also been set out and, as already summarized the statistics show that from 69 per cent to 79 per cent of these are ex-service men, with the percentage increasing perceptibly each successive year. Reference has been made (Part Two) to the lack of statistics showing the percentage of ex-service men appointed to positions under Departmental control.

Unemployment Insurance was proposed at Vancouver (341) with the usual limitation that it be restricted to ex-service men. It would seem that almost the first principle of a feasible scheme of unemployment insurance would be that the risk be spread over as great a number as possible rather than confined to a particular class. Other exceptional features proposed would, the Commission considers, make the serious consideration of this particular scheme impossible. The whole subject of unemployment insurance is another matter of general national policy involving investigations quite outside the special requirements of ex-service men.

Section 2. Housing for Ex-Service Men

Suggestion by Ex-Service Men

That provision be made whereby ex-service men may secure financial assistance in providing and securing suitable homes for themselves and their dependents by means of direct loans from the Federal Authorities, administered by the Soldier Settlement Board. (Halifax 332, 348, St. John 187, Montreal 590, Toronto 1,519-20, 1,840, Winnipeg 361-3-4, Regina, 268, Vancouver 212, 215, 217, 332, Calgary 331).

The general idea expressed in short was that special provisions should be made for providing homes for ex-service men and their dependents and that this should be done by the Federal Authorities dealing directly with the borrower.

The Federal Housing Act made no distinction between ex-soldiers and others. Under the scheme of the Act it depended entirely on the local municipal authorities whether any housing assistance would be available. The plan was that the Federal Government allotted \$25,000,000 for loan to the Provinces on

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the security of their Bonds, this amount could be taken up by the respective provincial governments in proportion to the population of the province as shown by the 1911 census (Vancouver 217). The provinces in turn advanced this money to such municipalities as were willing to borrow it and pledge their bonds. The municipality in turn, through its municipal council, or through a local Housing Commission, loaned to individual applicants.

It was represented at Halifax (332), at Vancouver (221) and Winnipeg (368) that there were still a large number of ex-service men who were desirous of taking advantage of the Act if funds were made available.

The matter of providing better housing facilities for ex-service men along the lines generally urged on the Hearings before the Commission was brought to the attention of the 1922 Parliamentary Committee (pro. 1922 Parl. Com. p. 169, 170), but no recommendation was made.

The evidence before the Commission showed in British Columbia over \$1,700,000 was spent and that province took up more than its allotment of the vote, some of the other provinces not taking their full share (Vancouver 212-3). Under the administration in British Columbia it was expressly provided by the local authorities that ex-service men should be given the preference (Vancouver 213-4). Before the provision giving the preference to returned men came into force 488 loans were made to returned men and 85 loans were made to civilians. (Vancouver 213). Thirty municipalities in British Columbia took advantage of the provisions of the Act and, as the representative of ex-service men expressed it:—

“I do not think there is any re-establishment legislation that has been more wholly beneficial than that; it is what I would call 100 per cent effective. There is now a general call throughout the province for a renewal of this scheme.” (Vancouver, 214).

It was stated that there was a waiting list in the City of New Westminster, and also in Nelson (Vancouver 221).

The point was also made that there was a certain percentage of ex-service men who had not been benefited because they were living in unorganized territories which had not the status of municipalities and, therefore, could not borrow from the provincial government. This was one of the reasons advanced for the proposal that the loan be effected direct between the ex-service men and the Federal Government (Vancouver 215-7-9).

The proposal from British Columbia included not only assistance in building houses, but in buying those already built and adapting them to the needs of the applicants, and also the alteration, repair and enlargement of homes already owned by the soldiers.

In Saskatchewan the need was emphasized for facilitating this assistance for ex-service men by direct contact between the proposed borrower and the Federal authorities. The scheme there proposed was referred to as the Federal Housing Loan and provided in some detail for the administration of the fund by the Soldier Settlement Board, the wholesale purchase of building materials, the standardizing of plans and the official supervision of construction. Here also the proposal was that the scheme should include provision for the purchase of houses already built.

In Manitoba it was said that the whole scheme of assistance in housing had been most enthusiastically received, so that the full Federal allotment of nearly \$2,000,000 had been expended and, in addition to that, independent loans were made by the province amounting to about \$1,600,000, and by the City of Winnipeg amounting to \$2,340,000, making in all \$5,915,000 spent on housing in that province (Winnipeg 358, 359). In Manitoba also (as in British Columbia) returned soldiers had been given the preference in granting the loans (Winnipeg 358).

At Toronto, it was stated that the scheme had not been a success either in Toronto or in London, the reason, apparently, being that the houses had been built at too great a cost (1834). It was argued, however, that as costs had now decreased so as to make building commercially sound, special provision should be made for the benefit of many ex-service men still without proper housing accommodation (Toronto 1837, 1839).

It was here also urged that the loans should be made not only for the purpose of building new houses, but to permit of the purchase of existing houses, to pay off present mortgages and permit repayment over a long term on the amortization plan, and to complete dwellings already begun (Toronto 1520, 1840).

As appears from the 1923 Report of the Department of Health (p. 30), the provinces of Manitoba, New Brunswick and British Columbia took their full quota of the Federal Housing loan, but out of the total \$25,000,000 originally appropriated, there had only been advanced to the provinces a little over \$20,000,000 as of March 31, 1923.

It is stated that the concensus of opinion of the Provincial Housing Directors is that, as a rule, the monthly payments have been remitted promptly, but there are no statistics available showing how ex-service men have met their loans in comparison with civilians. The average cost of a house has been \$3,230.

First, as to whether there is a need for further provision for housing ex-service men. The Commission is convinced that a limited requirement in this respect exists. The difficulty is to gauge and state the extent of it. It can be said at once that, according to the evidence, the conditions in both British Columbia and Manitoba warrant further assistance. An endeavour has been made by a questionnaire to ascertain the situation in the various provinces and the results are shown in the Table in the Appendix D. The only reliable source of information as to housing conditions and the supply of and demand for suitable dwellings must be the local authorities. The Commission, therefore, makes its recommendation as to the extent of further assistance to be given, dependent on the representations which these bodies may make.

Secondly, as to the special claim of ex-service men for assistance for better dwellings. It is sometimes suggested that, because the State has provided loans on comparatively small margin for settlers on land it follows that it would be discrimination if similar provisions were not made for housing the ex-soldier in the city. The Commission does not consider that the cases are analogous, for the reason that, in the former case, the country secures a distinct commercial benefit, by way of settlement and colonization. In the latter case the benefit to the country is much more indirect, and consists chiefly in increasing the assessable value of property, and in providing temporary employment. Moreover, the fact that the farm loan is secured in a large proportion by land, rather than buildings, which are subject to rapid deterioration, makes the former more desirable on a long term loan.

As is pointed out below, however, the principle of housing loans for ex-service men was accepted when demobilization was taking place. The original scheme as evidenced by Order in Council, P.C. 2997, of December 3, 1918, indicates very clearly that a strong factor in inducing the Government to grant this very substantial assistance was that it would be for the welfare of returned soldiers. The Order in Council recites that the cessation of building operations during the war has created a great scarcity of house accommodation in cities to-day, and that 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." It is further pointed out that, in view of the importance of the matter to the health and general well-being of the entire community, "its relation to the welfare of returned soldiers and their families," the loan

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should be authorized. When the project took more concrete shape, and the Housing Committee of the Privy Council formulated the general principles to be followed, they expressly recognized as one of the principal beneficiaries of the scheme the ex-service man. The objects as stated were: (a) to relieve congestion; (b) to put within reach of working men "particularly returned soldiers," the opportunity to acquire homes at actual cost; (c) to contribute to the general health of the community. (See pamphlet "Housing in Canada," issued by the Department of Health, p. 10). Later this is repeated, and again it is pointed out that it is for the benefit of working men "particularly returned soldiers."

The "ex-soldier" feature of the New Zealand Act was cited, under which it was provided:—

"The minister may set land apart for the purpose of soldiers' dwellings, and may erect suitable buildings thereon. The land and dwellings may then be disposed of to discharged soldiers, in the same manner generally as in the case of workers, by the Workers' Dwelling Act, 1910". (Vancouver 390).

Although it is quite apparent that when this scheme was launched the ex-service man was to be the most prominent beneficiary, that idea was not expressed in the legislation itself and only British Columbia and Manitoba gave the soldier any preference in application over the civilian. Whether the ex-service man has obtained the advantage which the project was intended to afford him is questionable, and the Commission considers that any further extension of the scheme can well be confined to those who afforded the real reason for its promotion.

Thirdly, as to the claim that the Federal authorities should deal direct with the soldier borrower, if a scheme were now being worked out for the first time the experience of the past 5 years would provide a reason for very seriously considering (a) confining the loans to ex-soldiers, or at least giving them a preference and (b) having the Federal authorities deal direct with the borrower.

The scheme as adopted did not expressly contain either of these principles although ostensibly the ex-service man was the one who was to be primarily benefited. The bulk of the work has been done. Provincial and municipal organizations in the shape of Housing Commissions have been built up and are now functioning. The problem now is to provide for a comparatively small proportion of cases confined principally to British Columbia and Manitoba although there will be a few in every province. The Commission does not consider that it is warranted in recommending the setting up of new organizations throughout the country under Federal control to deal with this residue of cases. The suggestion that the Soldier Settlement Board could take on this work is, the Commission considers, more plausible than sound. The Soldier Settlement Board deals with housing only incidentally to the scheme of land settlement. The buildings bears a small proportion of the total loan. If a building fit for a Settler's use is erected there is nothing left out of the \$1,000 loan which could be wasted. Consequently there is not the necessity for constant inspection and attention to see that the loan for building is providently expended. But if the Soldier Settlement Board took on housing as a project its corps of inspectors and advisers would have to be very materially increased and they could not perform their work as they do now by occasional visits to the borrower to note his progress in farming, but they would necessarily have to act as inspecting architects supervising, from day to day, the work and materials supplied.

It has also been suggested that special building loan societies be established in each province, authorized to receive money on deposit and loan it to ex-soldiers for housing purposes at low rates of interest, additional necessary funds to be made available by the Government which would also have to make

up any deficit in administration expenses. The Commission does not consider, however, that the housing requirements still existing are sufficiently widespread to necessitate the inauguration of a scheme so ambitious.

At this late date the obvious and practical thing seems to be to utilize the present organizations which have for a long time specially dealt with Housing. This does not, however, take care of the man in the unorganized territory. (Vancouver 215-7-9). Generally speaking these are Settlement rather than Housing problems but there are instances particularly on the outskirts of municipalities where security for a Housing loan is afforded. The evidence before the Commission does not justify the alteration of the entire scheme for these cases. In British Columbia already the Provincial authorities have made some special exceptions. From the very fact that the locality is unorganized there will be few instances in which the security would justify a loan as a building proposition solely, but since this is a returned soldier project some scheme of co-operation should be worked out whereby the risk, if any, in such eligible cases as are found, is shared by the Dominion with the Province. The Province could easily utilize the nearest Municipal Housing Commission to investigate the loan and, if granted, supervise the construction. The Federal authorities before approving the loan might utilize the Soldier Settlement Board organization to check up the surrounding conditions and the prospects of the borrower. The fact that Provincial authorities are willing to share the risk should assure the Federal authorities that the loan has been properly scrutinized.

Almost everything which can be said concerning the general benefits of a Housing scheme have been fully set out and considered in the various reports of the Ministry of Health, and in the Order in Council authorizing the expenditures for this purpose. There is to be emphasized the advantage of spending public money on reproductive work, such as building, as compared with the expenditure in re-establishment by way of promiscuous subsidizing, and there is the further point that good housing, in which a man has made an investment, is a stabilizing influence and prevents emigration. The whole subject of the operation and advantages of the Housing Scheme is fully dealt with in a Report by Mr. Thomas Adams, submitted to the Parliamentary Committee on Pensions and Re-establishment of 1921. (See Committee Report 577).

The best method of working out housing assistance for ex-service men involves the determination of very important questions of practical detail which would have to be decided by the Housing authorities of the Department of Health in consultation with those of the Provincial and Municipal organizations, all of whom have been closely in touch with the working of the scheme for the past 5 years. It would be unwise for the Commission to go further than to indicate generally the condition which exists and the principles which it considers ought to be observed in any scheme for their improvement.

Recommendation of Commission

- (1) In the opinion of the Commission a limited need exists for further provision of suitable housing accommodation for eligible ex-service men.
- (2) Such provision should recognize the following principles:—
 - (a) Further funds should be made available under the general conditions of the present Housing Scheme but with such modifications as these recommendations indicate.
 - (b) Such further provision should be earmarked for ex-service men.
 - (c) The extent of such further provision must be regulated by local housing needs among ex-service men as indicated by information procured, from time to time, through the Municipal and Provincial authorities.

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Section 3. Transportation of Canadians from England to Canada and Refund of Passage Money

The claim was made (Winnipeg 351-256, Toronto 1783, 1810, 1525-32) that ex-members of the Canadian Forces who enlisted in Canada but who took their discharge in England, should be given transportation back to Canada, when they decided to come. It was also claimed that such of these men as had, after their discharge in England paid their own passage back to Canada, should be reimbursed. The ground for these claims was that Canada having taken these men overseas should relieve them of any expenses in returning. The answer is that at the close of the war Canada did provide these men with the facilities to return with their comrades and to be demobilized in Canada, but that if they preferred for reasons of their own to take their discharge in England there should be no obligation on the Country to carry perpetually the liability to return them. To emphasize this it was required that a soldier who applied for his discharge in England should sign a waiver of any claim for refund in the following terms:—

"I fully understand that if granted my retirement or discharge in the British Isles instead of Canada, I will not be entitled to receive return passage to Canada at the public expense for myself or my dependents by reason of having been a member of the Overseas Military Forces of Canada. (Toronto 1784)."

There was an exception made where the soldier was detained in England on account of domestic affairs, and in these cases the man was given free transportation if he returned within six months or, if he had returned in the meantime at his own expense, refund was made at military rates.

Early in 1920 further consideration was given these cases by assistance furnished through the High Commissioner's Office under P.C. 122 of January 22, 1920. About 770 were returned to Canada but they were required to give an undertaking to repay their transportation. The amount expended was about \$58,000 and practically none of this money has been repaid.

There is also a further means whereby men born in Canada can, if they are in destitute circumstances in England, be brought back as distressed Canadians by the Department of Immigration.

By a series of Orders in Council provision was made for free repatriation from England of dependents of Canadian soldiers all during the war and up to November 1921.

In 1922 special representations were made to the Parliamentary Committee on behalf of a certain number of men who, it was reported, were still in England, having taken their discharge there for special reasons, and who now desired to return to Canada. A claim for refund was also made on behalf of men who had returned to Canada and paid their own way. The Parliamentary Committee recommended an appropriation of \$150,000 to be devoted to the repatriation as quickly as possible of the most deserving of these cases and P.C. 1757 of September 7, 1922, put this recommendation into force with the restriction that the assistance should be given by way of loan and also that advantage must be taken of the provision before April 30, 1923, which date was by Order in Council (P.C. 1056) extended to May 31, 1923.

Up to October 31, 1922, 2,625 applications for repatriation had been received in the office of the High Commissioner for Canada. These included the accumulation of arrears for a considerable period, and involved approximately 6,000 persons, including dependents. After consideration of the individual cases the net result was that only 122 applicants with their dependents (about 390 persons in all) actually returned to Canada, the total expenditure being about \$39,000. About \$2,000 has been refunded on account

of the undertakings given for repayment, but about 50 per cent of this amount is adjustments and not actual repayments by the borrowers. Many more applicants were accepted but for various reasons they failed to avail themselves of the Government's offer of assistance. Only a very few of the applications were refused.

It is argued that some claim to consideration arises because Canada saved about 14 days' pay and allowances for every soldier who took his discharge in England. This does not, however, obligate Canada to, in effect, place to the credit of the man discharged in England the amount thus saved and entitle him to ask that it be applied for his benefit in payment of transportation when he decides to change his residence as a civilian. The obligation to return the soldier to the place where he enlisted ceases when he elects not to return but to re-enter civilian life somewhere else, and when he has signed an express waiver there can be no doubt that his attention has been very definitely drawn to the consequences of his decision to remain in England.

There are a few individual cases where men have been brought home on convincing the authorities by entries on service documents, of the genuineness of their reasons for remaining in England, but in the only two occasions when ex-service men as a class were assisted, namely, in 1920 and 1922, there was the distinct stipulation that it was only by way of loan, so that there has been no recognition of any claim as of right to have free transportation furnished. The need for further assistance by way of transportation to ex-service men discharged in England is not indicated by the evidence. The problem, if any exists at this late date concerns immigration and not soldiers re-establishment. The only ground upon which those who paid their own passage could claim refund is that collection of the loans made to those who were brought out has apparently not been insisted on. (Toronto 1531). The reason for this, and whether the exceptional circumstances surrounding those selected for repatriation were regarded as justifying special consideration, is a matter on which the Commission has no information.

Section 4. Protection of Women and Children

Suggestion by Ex-service Men.

That provision be made for the payment of pension to the dependents of pensioners who have deserted their families. (Montreal 463).

This is one of the most difficult problems which is met with. The public know that a man has been on pension for a disability, they know he has later deserted his family and they cannot understand why the pension cannot be continued to the deserted family. The reason is that it is necessary to have the pensioner examined periodically so as to note the increase of the ailment or the progress towards recovery and adjust the pension accordingly, or, the man who has disappeared may have died from other cause, or, he may have completely recovered, in which case the pension would be cut off. The fact that these circumstances cannot be ascertained makes it impossible to decide whether pension would be payable. In cases where the injury is permanent, such as amputations, the doubt as to possible recovery is eliminated, but there still remains the contingency that the absent man may have died from some other cause thereby terminating the right to pension. There are many cases where the Pensions Board could speculate with reasonable certainty that the disability still exists, judging from the nature of the ailment. The Board could also determine satisfactorily that the case was one of bona fide desertion and not simulated abandonment in order to conceal the fact that the disability had disappeared. The only really serious uncertainty is whether the pensioner

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is alive. As to this the Pensions Board naturally can expect to get little substantial information. The health and habits of the man, his normal occupation and the circumstances under which he was last seen may be of assistance. The only way to deal with these cases is either to treat them on a strictly pension basis and refuse them entirely, as is done now, on the ground that the applicants have not shown that the deserting husband would be entitled to pension, or to deal with them on a partially compassionate basis by giving the Pensions Board discretion to pay the pension to the dependents under such circumstances as the Pensions Board may consider proper. The latter course would permit inquiry as to whether the disability is likely to still exist and as to the genuineness of the desertion; it will also leave it open to the Pensions Board to adopt such practice as may be thought proper in speculating as to the probability of the pensioner still being alive. The common law rule allows a period of seven years before a missing man is presumed dead. Some rule of thumb might be adopted whereby, a man whose disability was not such as to constitute a menace to life, would be presumed to be alive for some substantial proportion of this common law period.

The payment of Pensions in cases of desertion is already recognized by the Pensions Act Section 2 (*p*) whereby the Pensions Board may, in its discretion, treat as a widowed mother a woman who is deserted. No indication is given concerning the circumstances which must be present before this concession is made. A further extension of this principle was contained in the Bill amending the Pension Act introduced in 1923 (Bill No. 205, Section 17). This particular amendment did not become law.

The subject received consideration by the 1922 Parliamentary Committee (Com. Report p. XXV-XXVI) and it was there pointed out that the practice now is that when the disability is permanent or fixed the pension is paid, presumably to the family, for so long as it is known that the man is alive.

The Committee recommended that an attempt should be made to continue the pension by making the disability fixed where possible. These recommendations recognize the difficulty but do not cover the case where it is not known whether the husband is alive. It is with a particular view to mitigating the hardship where this information concerning the husband is not available that the Commission makes the recommendation below.

The Commission considers that there may be substantial merit in these cases and that the difficulty in procuring reliable information should not be a bar to the claim for assistance.

Recommendation of Commission

That provision be made so that notwithstanding Section 26 (2) the Pensions Board may in its discretion pay such pension as they consider might reasonably have been awarded, if the pensioner had presented himself for examination, to any person who was being, or was entitled to be, supported by the pensioner at the time of his last examination.

Family Welfare Association.

Association for the Protection of Women and Children.

Canadian Prisoner's Welfare Association.

At Montreal (463) memoranda were presented by the Family Welfare Association and by the Association for the protection of Women and Children. The work of these societies as it touches ex-service men's problems, deals particularly with the unfortunate position of deserted wives and children. The situation which is most frequently put forward is that the deserting husband and father has, as a result of his service in the war, changed from a decent steady working

man to an unsettled and irresponsible drifter. Cases were also cited of men who had been severely wounded or who had undergone particularly trying service conditions and who had shown definite evidence of mental instability.

A memorandum was also presented on behalf of the Canadian Prisoners' Welfare Association, which includes in its activities, ex-service men who have been unfortunate enough to run foul of the criminal law. This Association also incidentally keeps in touch with the home conditions and furnishes assistance when necessary to families of men imprisoned.

In all these cases the inference is that war conditions may have been responsible for the altered behaviour. From a pensions viewpoint it is extremely difficult to establish liability both on account of the nebulous character of the evidence and also because the Pension Act deals entirely with physical and mental disabilities and then only as affecting the earning capacity of the individual. Deterioration in character and behaviour are not within its scope, the reason being, quite possibly, that these alleged disabilities are capable of correction by the man's own volition. If, however, the condition goes beyond simply a loss of moral fibre and actually affects the man's earning capacity and is considered incapable of correction by his own effort, then it passes into the class of mental disabilities and should be dealt with as such. There may be "borderland" cases where definite decision is impossible but the exercise of the principle that the benefit of the doubt is given to the applicant should cover these.

The work which is carried on by such organizations as the three above mentioned is designed to supply the desired moral rehabilitation, and to furnish practical assistance to the families affected until this is accomplished. The Commission is impressed with the value of the work of these Associations. They are supported entirely by private subscriptions and are limited in their effectiveness by lack of funds.

Organizations of this kind have the facilities for securing first hand knowledge, and their local situation and interest enable them to sift out the cases which are undeserving. The Commission considers that such Societies should have their efforts supplemented, when necessary for carrying on their work, by substantial aid from the State in order to ensure the relief of cases which in the opinion of these organizations are deserving of help because of circumstances indirectly or remotely connected with the war. The existence and operation of these voluntary bodies affords to the Country an opportunity for co-operation in assisting those whom the public believes are entitled to some consideration, and at the same time of avoiding a direct admission by the State of a liability which cannot fairly or logically be assumed.

PART EIGHT

MISCELLANEOUS

Section 1. Imperials

Representations were made to the Commission on behalf of those ex-members of His Majesty's (Imperial) Forces who are at present residing in Canada. While the Commission's Reference was confined to Canadian ex-soldiers, it was agreed that since these men were ex-soldiers domiciled and resident in Canada (Vancouver 466) their representations would be placed in the Record and the Commission has endeavoured to summarize the considerations affecting the points brought up.

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These came under the following headings:—

1. Treatment.
2. Gratuity.
3. Canteen Funds.
4. Special Pension—British Reservists—Instructional Duty.
5. Repatriation of Dependents.
6. Payment of Imperial Pension Cheques at Par.
7. Representation of Ex-Imperials in Unit Offices.
8. Supplementary Pension to Parents.

1. *Treatment*

The D.S.C.R. acts as the agent of the British Ministry of Pensions in all matters concerning payment of Pensions, Medical examinations and treatment of Imperials resident in Canada or the United States. The Canadian authorities have no jurisdiction to decide eligibility for pension or treatment.

Under the present procedure when an ex-member of His Majesty's Forces is ill and applies for treatment to the local office of the D.S.C.R., before he can be admitted to hospital he has to wait (unless it is an urgent case) until his application has been sent to England and his eligibility determined there and the decision sent back. It was urged that this caused considerable hardship (Halifax 63). The D.S.C.R. is authorized by an arrangement with the British Ministry of Pensions to give treatment, without awaiting express authority, in case of a disability for which pension has been awarded, and in urgent cases, *i.e.* where the examining medical official certifies that, in his opinion, the disability for which treatment is required is due to service and that the condition of the applicant makes immediate treatment imperative. In all other cases the applications must be submitted to the Ministry and a decision received conceding entitlement. The provision for urgent cases seems fair except for the difficulty which naturally faces an examining doctor in undertaking to even express an intelligent opinion concerning the service connection of the disability when the documents are not at hand. The other disadvantage is that there can be no treatment given to Imperials on compassionate grounds except at Canadian expense. The claim was that the jurisdiction now possessed by the D.S.C.R., be increased to permit this organization to deal with the Imperials under the same regulations as apply to Canadian ex-service men. (Halifax 63). If and insofar as this involves a suggestion that the Canadian authorities should assume a greater liability than is admitted by the Ministry, the Commission cannot make any recommendation. The real remedy lies in some alteration of the terms of the authority conferred on the D.S.C.R. by the British Ministry, to which any representations would properly have to be made.

2. *Gratuity*

Strong representations were made on behalf of the following classes of ex-imperials, for War Service Gratuity, from the Canadian Government, at Canadian rates, in respect of their Imperial Service.

(a) *Ex-Officers of the Royal Army Medical Corps.* (Vancouver 491).—Upon enlistment in the R.A.M.C., the Imperial Government made a special agreement to pay officers, irrespective of rank, in addition to the regular Army pay, sixty pounds per year as a gratuity, for satisfactory service. The Canadian Government by P.C. 2389 of December 1, 1919, granted to officers of the Imperial Forces, who resided in Canada before the war and who had returned to Canada thereafter, War Service Gratuity at Canadian rates notwithstanding the fact

that their service was not with the Canadian Forces. In paying this Gratuity the Canadian authorities deducted the Imperial Gratuity of £60 per year. Ex-officers of the R.A.M.C., have protested, claiming that the £60 was not a gratuity but was a part of their regular pay. In the form of contract which every R.A.M.C., officer signed, this £60 payment was referred to in clause 6 as a "gratuity." It was contended at Vancouver that this gratuity ought fairly to be regarded as pay, for the reason that the pay of an officer of the R.A.M.C. was less than that of an officer of the same rank in C.A.M.C. The figures given showing the comparative yearly salaries in the two services prior to June 1918 were: Canadian Captain \$2,213.75 including Separation Allowance. Imperial Captain (including bonus £60) \$2,423.50, less income tax \$210, \$2,213.50. It was said on the Hearing that the Income Tax was the subject of an adjustment but there was no verification of this. (Vancouver 495). It must be remembered that the R.A.M.C. officer signed on for only one year at a time while the Canadian enlisted for the duration of the war. Making a comparison for a three-year period from October 1, 1915, to September 30, 1918, the R.A.M.C. Officer would receive \$7,276.64, (converted at par) while the same man, serving for the same period with the C.A.M.C. would have received \$6,247.75. Order in Council P.C. 1494 of June 15, 1918, was passed to bring C.A.M.C. pay up to approximately that of the R.A.M.C. The matter was discussed before the 1921 Parliamentary Committee (Com. Rep. p. 296) but no action was taken. So far as appears the payment of the £60 per year by the Imperial Government served purposes identical with those of the Canadian War Service Gratuity.

(b) *Ex-members of Mercantile Marine.* (Vancouver 466.)—From the outbreak of the War until 1916 men of the Mercantile Marine signed an agreement known as Form T. 124. The Admiralty treated this Agreement as a semi-mercantile form of engagement, and therefore, declined to give men serving under it the status of members of His Majesty's Forces. The prerequisite for payment of supplementary gratuity by the Canadian authorities is that the applicant shall have served in His Majesty's Forces (Vancouver 489) and this decision of the Admiralty has led to the refusal of gratuity by the Canadian authorities. The Agreements were signed after war was declared and on their face there is nothing which would indicate that the signatories were to have the status or duties of Naval ratings. Strong representations were made at Vancouver (466 et seq.) to the effect that, notwithstanding the definite refusal of the Admiralty, the Canadian Government should recognize the claim. This contention was supported, first, by answering the points stressed by the Admiralty in refusing the claim. These points were, mainly, that the service had been under Mercantile Agreements. The answer made was that regardless of the form of the Agreement the service performed was belligerent duties in essentially Naval Service, and instances of this service were given such as patrolling, searching for and pursuing the enemy, bombarding a Turkish town and taking possession of the Cameroon Islands. The Agreement is said not to be an Agreement between the men and the ship owner, but with the Admiralty, and that although the term was for one year it was in effect for the duration of the war since their discharge after one year was conditional on the boat being in a British Port for seven days, which never happened. The claim is further that the signed Agreement should not be regarded as barring them, as the Agreement was signed on the spur of the moment on August 3, 1914, when they were asked if they would volunteer for service in the Navy or take free passage back to Vancouver, and they accepted the former, being largely influenced by the Commander of the boat, an R.N.R. man, who said he was going to stay with the ship. The second point made by the Admiralty was that these men received special rates of pay much higher than that of the Royal Navy. The answer made is that

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the men of the Royal Navy proper are members of a permanent Force with the privilege of service pensions and that this was temporary Naval Service in time of war and also in tropical countries, and that the rates of pay should be higher. The men were, it is said, given Naval discharges and a medal. It was also stated (Vancouver 488) that some men serving under T. 124 received a gratuity of 28 days' pay (presumably from the Imperial authorities) and it is claimed that if this gratuity is paid by the Admiralty then automatically the Canadian authorities should supplement it. (Vancouver 489). Whether such payments were made or not, the difficulty still remains, as until the Admiralty recognizes these men as having the status of Naval ratings, they do not come within the Canadian War Service Gratuity provision made for members of His Majesty's Forces. Naval officers on these same ships have, of course, received their gratuity. Further effort to secure recognition by the Admiralty seems to have been abandoned (470) and the claim was presented as meritorious from a Canadian point of view.

(c) *Extension of Gratuity.* (Winnipeg 733)—On behalf of ex-members of His Majesty's Forces who were before the war and are now bona-fide domiciled and resident in Canada, it was urged that the period for payment of War Service Gratuity at Canadian rates, which expired 31st, March, 1923, be extended until December 31, 1925. Since the Hearing the time limit was extended to March 31, 1924, as a final date for these applications.

3. *Canteen Funds.* (Winnipeg 373, 718)

This matter was brought to the attention of the Commission at Winnipeg, which is the headquarters in Canada of the Imperial Veterans who represent British reservists who were resident in Canada before the war, Canadians who served with the Imperial Forces, and Imperials who settled in Canada subsequent to the Armistice. The request was that these men be included in any disposition of Canteen Funds. The Imperial share of Canteen Funds has been allotted in England and an amount for the Canadian share has been sent to Canada. The latter is dealt with in Part Nine of this Report. The claim was made that when moneys were paid out of this fund to various veteran organizations no payment was made to the organization of Imperial Veterans in Canada. The intention to shut out the Imperials was disclaimed by the representative of the Dominion Veterans' Alliance. (Winnipeg 721). It was pointed out that many of the members of the Imperial Veterans had also served with the Canadian forces. A suggestion made by the officers of the United Services Fund in Great Britain for an arrangement between Canadians and Imperials to reciprocate in furnishing assistance to the ex-members of each others forces out of canteen funds was referred to, and assurance was given that no distinction between Canadians and Imperials was made in extending the benefits of the Fund in England (716). It was equally stated by the representative of the Dominion Veterans' Alliance that the money which had been received by Veteran Organizations out of the Canadian share of the Canteen Fund

“was expended for the benefit of Canadian or Imperials generally independent of and regardless of his affiliation (721)”.

Correspondence was read in which application was made by the Imperial Veterans in Canada to the Honourable the Minister of D.S.C.R., asking for a grant of \$50,000 for use in their work and the upshot of the correspondence was that action was deferred pending the Report of this Commission (719).

As intimated elsewhere, the Commission is dealing with the Canteen Fund as it stands and not with the considerations surrounding previous payments nor with the reasons governing the apportionment of any such payments. This is

not a matter as to which it is thought any hard and fast apportionment could be expected. The basis of arrangement can only be co-operative. The circumstances as to the creation of the Canteen Fund which will be referred to at length in Part Nine preclude, in the opinion of the Commission, the allocation suggested.

Since the Hearing at Winnipeg, attention has been called to correspondence between the organizing Secretary of the United Services Fund (the body administering the British share of the Canteen Fund) and His Excellency the Governor General of Canada respecting British provision out of such canteen moneys for ex-Imperial soldiers in Canada. It is stated that, as the Dominion Governments have decided that the money paid over to them by the War Office should be solely utilized for the benefit of the men who served in their own Forces, the Council of Management of the United Services Fund has decided to make an allotment of £5,000 for the benefit of ex-Imperial soldiers and their families who have emigrated. This correspondence has been forwarded to the Commission through the Honourable the Minister of D.S.C.R. who intimates that the Commission might make suggestions as to the administration of such allotment. The letter of the Secretary of the United Service Fund discusses the setting up of Committees, upon which ex-service men should be largely represented, to devise scheme for the best method of spending the money.

The Commission considers that the limitations of the Fund and the scattered location of the men to be benefited make any general system of standardized schemes formulated by local committees as in England unpracticable here. Such Committees might be formed in the few large centres and a portion of the Fund definitely allotted for such areas.

The Commission is of the opinion that the Fund should be vested in a Central Trustee or Trustees with full discretionary power to disburse the money. It is also considered that the Imperial Veteran's Organization in Canada will be found to be an efficient instrument in deciding on the particular forms of assistance to be rendered and in making the distribution of the fund effective. The Commission therefore suggests that any scheme of administration be formulated in consultation with that organization. It would seem that probably the best use to be made of the fund would be the furnishing of special relief in emergent and distressing cases of individual merit, investigated by local committees in centres, and by responsible officials elsewhere.

4. *Special Pension—British Reservists—Instructional Duty. (Winnipeg 723-725)*

When war broke out there were 149 British Reservists in the Canadian Permanent Force. It is claimed on behalf of these men that they were prevented from returning to rejoin their regiments because the Canadian Government asked that they be retained here as instructors. As a result the time which they served during the war was not counted for increased pension by the British Authorities as would have been the case had they gone home. Pension is granted by Canada for 10 years' service, but there is no obligation on the part of the Canadian Authorities to retain a man for ten years, and it is asked that if any of these men be discharged from his Canadian unit before his ten years' service is completed, service previously rendered in the British Army should count for pension purposes.

The merit of the claim depends on whether it is established that these men were required to stay in Canada. Admittedly their pay in Canada was much greater and there was the advantage of remaining with their families (1920 Parl. Com. Rep. 665). Whether it was their indispensability as instructors which resulted in their losing the chance to increase their pension is a question which it is thought warrants at least some further investigation. It was

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pointed out on the Hearing that it would be unreasonable to expect the Canadian Government to add 9 years Imperial Service, for example, to 1 year Canadian Service and inaugurate a pension.

A middle course was suggested (725) namely that, since these men were precluded by their Canadian Service from increasing their Imperial pension, the Canadian Government should keep them on in the service for 10 years so that their Canadian pension would begin and, if discharged before that time, that the pre-war Imperial Service be allowed to count toward Canadian pension.

5. *Repatriation of Dependents. (Winnipeg 356, 731, 732).*

Formerly, Ex-members of His Majesty's Forces were repatriated by the Overseas Colonization Society and were allowed to claim refund of transportation, in respect of their dependents, from the Federal Government. On November 5, 1921, this privilege was cancelled. The Parliamentary Committee of 1922 recommended that the sum of \$150,000 be voted for repatriation purposes. This applied primarily to members of the Canadian Forces but in P.C. 1757, passed pursuant to this recommendation, dependents of Imperials who resided in Canada were included as one of the classes which might be assisted, provided that the claims for same were actually pending on the date the original Order in Council expired. A small number were brought to Canada under this provision, the money being advanced by way of loan. Ex-members of the Imperial Forces claim that repatriation of dependents should not have been discontinued, and urge that the Order in Council revoking such authority be rescinded, or at least that assisted passage be given to some pre-war residents of Canada who had served with the Imperials and were still in England (Winnipeg 731). The same subject has been considered in connection with the claim of Canadians for repatriation. Similar conclusion seems indicated here, namely, that the matter has now largely lost its character as an ex-soldier problem, and more properly concerns Immigration and Colonization. In fact, the proposal that assisted passage be furnished was put on the ground that these men and their families were much more desirable as settlers than new immigrants.

6. *Payment of Imperial Pension Cheques at Par (Regina 128).*

Representations were made at several centres that Imperials who now receive their pension cheques in pounds, shillings and pence, should have them marked "negotiable at par" in order that they may not lose by the difference in exchange. Until the beginning of 1922 pension cheques were negotiated at the current rate of exchange at the bank, and the pensioner then made a claim on the Canadian authorities for the loss in exchange. This privilege was later discontinued and now no refund of exchange is made. The question is whether this concession which was made by the Canadian Government during the unsettled period after demobilization should be revived and transformed into a permanent obligation.

7. *Representation of Ex-Imperials in Unit Offices (Winnipeg 736-738).*

Suggestions were made that Imperials should have representation on the strength of the D.S.C.R. at the unit offices. The points made were that the Canadian authorities act as agents for the Ministry of Pensions on a percentage basis thus giving them a free hand as to staff, that about one-fifth of the total pensions administered are Imperial, and that this would justify the appointment of an ex-Imperial to take charge of Imperial Pensions in each Province. An opposing consideration is that the staff must be available for all kinds of work and that it would constitute an undesirable precedent to accord this right to any particular group of Pensioners.

8. *Supplementary Pension to Parent. (Toronto 680).*

At Toronto, it was urged that the supplementary pension which Canada pays under Section 47 of the Pension Act to certain dependents of Imperial pensioners be made to apply to dependent parents of a deceased member of the Imperial Forces. Under present procedure pension under such circumstances, is only payable to the widow, children or widowed mother. It was suggested that in many cases the pensioner has assumed the responsibility of supporting dependent parents, and that they therefore should receive similar consideration to that given to widowed mothers. As this Section originally stood, it did not even include the widowed mother but by an amendment of 1920 she was brought in. The question of further extending this provision is one of policy. It would not involve any very serious commitment, to amend the Section so as to include a mother who, if the soldier had been in the Canadian Forces, would have been awarded a pension under subsections (1), (2) or (3), of section 34 of the Pension Act.

Section 2. **Royal Northwest Mounted Police**

A memorial was presented to the Commission through the Chairman of the Central Committee representing ex-service men of British Columbia urging that the pensions of veterans of the R.N.W.M.P. be increased to the present scale of pensions paid to the recently organized R.C.M.P. It was pointed out to the witness that the scope of the Reference to the Commission only had to do with military service but that at the request of the Committee the memorial would be received and incorporated in the Record. (Vancouver 4). This was done. (554). A letter has been addressed by the Chairman of the Commission to the Honourable, the Minister of Justice, transmitting the memorial and stating the circumstances under which it was received.

A similar course was followed concerning another memorial setting out the claim of certain members of the Royal North West Mounted Police for land and the scrip medal issued in recognition of service in the Rebellion of 1885. A letter has been addressed by the Chairman of the Commission to the Honourable, the Minister of the Interior, transmitting this latter memorial and stating the circumstances under which it was received. (Vancouver 4, 556).

Section 3. **Burials**

Suggestion on behalf of Ex-Service Men

That the D.S.C.R. should take the responsibility for burial of indigent ex-service men instead of making grants to civilian organizations formed for that purpose. (Winnipeg 344-8).

Indigent soldiers dying in hospitals are buried by the D.S.C.R. If not in hospital but in receipt of pension at the time of death and if indigent the Pension Act (Sec. 32) authorizes the Pensions Board to pay \$100 towards the funeral expenses, even though death may have been caused by something quite apart from the disease for which pension was granted.

For the burial of indigent ex-soldiers not included in either of the above classes, an organization known as "The Last Post Fund" has been formed with headquarters in Montreal. The Association at first was entirely dependent on private contributions, but as the calls upon it increased, it was compelled to appeal to the Dominion Government and in 1922 received a grant of \$10,000, half of which was to be devoted to organization purposes. In 1923 the same amount was granted and a similar amount appears in the 1924 estimates.

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Strong representations were made at Winnipeg (344) that any unexpended portion of this grant or any future grants should be administered by the D.S.C.R. directly for the reason that (as it was expressed) the Department had already the necessary machinery for investigation and should know better than anyone else whether the deceased soldier was indigent or not. (344). The other objection to the "Last Post Fund" undertaking these burials was the delay which it was thought would be involved on account of the administrative organization being so far away. (Winnipeg 347, Regina 131). The first point was not stressed and the relative facilities of the D.S.C.R. compared with a civilian organization for enquiring as to the circumstances of the family differ so little as to be, in the opinion of the Commission, a negligible factor contrasted with the important principle which is involved.

The commission is convinced that the principle of having these burials arranged for under civilian auspices is both desirable and proper.

As to the objection concerning delay, the "Last Post Fund" when represented by a Provincial Branch can operate as quickly as the D.S.C.R. and such Branches now exist in every Province but Nova Scotia and Prince Edward Island.

The principle which must not be overlooked is that the Federal authorities feel that in providing as they do for the burial of those who die during treatment or while on pension they have gone as far as any principle of State responsibility will permit and that if the burial of other indigent ex-service men is directly looked after by the Department it will be regarded as creating a new obligation where none now exists. The object sought is the respectful and fitting interment of men who have served. This object is fully achieved by the present co-operation of civilians and Government in the "Last Post Fund" and the creation of an additional direct public liability is avoided.

Recommendation of Commission

None.

Suggestion on behalf of Ex-Service Men

That the expenses of burial of the widow of an ex-service man who at the time of her death was on pension and was in indigent circumstances should be borne by the state. (Winnipeg 349).

The argument is that since a widow is paid a year's bonus on her remarriage, it would only be reasonable if, when the Country's further liability for pension is terminated by her death, an amount sufficient to defray funeral expenses were paid in cases where her means were insufficient for that purpose. The one year's pension bonus was, however, probably not altogether a free gift because it was realized that the attraction of one year's pension in a lump sum would result in the prompt notification of remarriage. There is the possibility that if it were conceded that the Country should provide the burial expenses of the widow, the next claim would be in respect of the widowed mother or the children.

In Australia by a recent amendment provision has been made to the extent of £10. for the funeral expenses of the indigent widow or orphan of the soldier whose death has resulted from war service.

For other quite obvious reasons the considerations underlying the provision for the widow on remarriage are not applicable to the claim for funeral expenses at death. While no argument has been advanced on which to base any claim

as of right, the fact remains that public opinion resents the idea of a widow being buried as a pauper who has, during her lifetime, been recognized as entitled to support on account of her husband's service.

Recommendation of Commission

That provision be made for the payment by the State of the expenses of the last sickness and burial of the pensioned widow of a soldier if she dies in indigent circumstances.

PART NINE

CANTEEN FUNDS

Under paragraph 4 of clause 2 of the Commission's Reference authority is given to "Investigate the question of Canteen Funds." To do this literally would involve most extensive inquiries into the correctness of the proportions paid over from time to time as Canada's share, the propriety of the objects for which disbursements were made in England, the objects for which funds have been used since they came to Canada, the fidelity of the administration of all trusts under which the moneys have been held, and a complete examination by competent accountants of all books, documents, accounts, vouchers, and other records connected with the accumulation, custody and administration of these funds.

The Commission has done none of these things. It has considered that if any such elaborate investigation were contemplated, it would have been specifically indicated as a substantive Inquiry rather than as the last item in an Investigation which had to do primarily with pensions, treatment and re-establishment of the handicapped and their dependents.

The Commission in its Memorandum as to the Scope of the Inquiry, (See Appendix) interpreted this portion of the Order in Council as meaning

"To hear evidence and suggestions as to disposal of Canteen Funds," and this is the only phase of the subject which has been discussed on the Hearings, with the single exception that at Calgary (276) it was urged that an Investigation be held to determine whether Canadians had received their fair share of the funds, and also whether all expenditures made in England from the Fund were authorized.

For the purposes of this Report it is assumed, that, subject to an adjustment for interest, the Statement received from the Department of National Defence which is set out below, together with the more detailed statements contained in the Appendix, show correctly the amounts remaining after proper receipts and expenditures have been accounted for.

SUMMARY CANADIAN MILITARY TRUST FUNDS OVERSEAS IN TRUST WITH FINANCE DEPARTMENT FROM MARCH, 1921

CONSOLIDATED ACCOUNT AS AT JUNE 18, 1924

Description of Account	Principal	Interest	Total
	\$ cts.	\$ cts.	\$ cts.
Canteen Main Account (A).....	1,687,928 14	55,554 49	1,743,482 63
Cinematograph Account (B).....	48,666 66	2,603 21	51,269 87
Regimental Funds Account (C).....	289,433 45	58,061 07	*347,494 52
	2,026,028 25	116,218 77	2,142,247 02

*Total funds in Bonds at Cost and in cash.

NOTE.—No interest has been credited by Finance Department, excepting Interest on Bonds (Regimental Funds Account).

(For further particulars of the above accounts see Appendix E.)

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These funds are held by the Receiver General for Canada under P.C. 3144 of December 18, 1920, which refers to them as "held in Trust for the general benefit of members of the Canadian Forces or their dependents." Following is a copy of this Order in Council:

" P.C. 3144

54-21-23-71.

" CERTIFIED COPY of a Report of the Committee of the Privy Council, approved by His Excellency the Deputy Governor General on the 18th December, 1920.

" The Committee of the Privy Council have had before them a report, dated 15th December, 1920, from the Minister of Militia and Defence, submitting that owing to the winding up of the affairs of the Department of the Overseas Military Forces of Canada, it is desirable that provision should be made for the transfer of non-public funds received from various sources, as set out in the annexed memorandum, which are held at present in Trust for the general benefit of members of the Canadian Forces or their dependents."

" The Minister, therefore, recommends, with the concurrence of Sir Edward Kemp, late Minister of the Overseas Military Forces of Canada, that such funds and any further funds of a similar nature hereafter received for the general benefit of members of the Canadian Expeditionary Forces be dealt with in the same manner as is provided by the Order in Council of the 6th September, 1919 (P.C. 1856) for the disposal of the accumulated funds of Units having a shifting personnel, namely, by paying the same to the Receiver General for Canada to be kept in a special account, subject to withdrawal from time to time on the Order of Your Excellency in Council; Provided, however, that any outstanding accounts which would ordinarily be paid out of such funds and which have not yet been so paid may hereafter be paid on the joint cheque of Major-General J. H. MacBrien, C.B., C.M.G., D.S.O., Chief of the General Staff, Department of Militia and Defence, and Colonel J. L. Regan, C.M.G., Director of Pay Services, Department of Militia and Defence, against credits from time to time authorized by Your Excellency in Council to be provided from funds paid to the Receiver General as aforesaid.

" The Committee concur in the foregoing recommendation and submit the same for approval.

(Sgd.) RODOLPHE BOUDREAU,
Clerk of the Privy Council.

The Honourable
The Minister of Militia and Defence,

D.M.

Referred

Sgd. H. W. BROWN,
for A.D.M.
22/12/20."

The memorandum referred to in the above Order in Council is prepared by Col. W. R. Ward, Accountant General, and it states briefly the history of the three Funds which are mentioned in the foregoing account, P.C. 1856, to which the above Order in Council refers contained a provision that the special account should be credited half yearly with interest at the usual deposit rate.

As the above account shows there are three separate Funds to be considered; Canteen Funds proper, Regimental Funds and Cinematograph Fund. In describing them in more detail it will be convenient to take them in reverse order as the last two require very brief reference while the first has a history which is more involved.

(a) *Cinematograph Fund.*

This is derived from a payment of £10,000 made by the Imperial Authorities to the Minister of the Overseas Military Forces of Canada for division among such of the Canadian War Charities as the Canadian Government may decide upon. The War Office Cinematograph Committee had been formed in 1917 to take over arrangements previously made by the Government with certain Cinematograph firms taking pictures in the area of active operations. The members of the Committee agreed to act on the understanding that any profits be devoted to war charities to be selected by the Committee in consultation with the Rt. Honourable D. Lloyd George, and the Rt. Honourable A. Bonar Law. As to this £10,000 the privilege of selecting the war charities to be benefited was passed over to Canada. The amount was Canada's allocation in the distribution of a sum of £50,000, the remainder of which was paid as follows:

£20,000 to British War Charities, and £5,000 each, to Australia, New Zealand, South Africa and India.

(b) *Regimental Fund.*

This item is made up of moneys of units, the members of most of which were scattered, having had no local territorial affiliation in Canada. This made it impracticable to appoint Local Trustees to take charge of the Funds (under P.C. 1445 of May 29, 1917), and the Commanding Officer was, therefore, permitted to divest himself by paying the moneys in to the Receiver General. There are Funds of about 375 different units consisting of various Training Schools in England and France, Hospitals, Units with Specialist Personnel, and some line units of Artillery and Infantry.

(c) *Canteen Funds Proper.*

The units of the C.E.F., for a certain time, after mobilization, conducted Unit Canteens as one of their Regimental Institutes, as they are known in army parlance. Para. 1131A of K.R. & O. provided for the maintenance of Dry Canteens for each unit of the C.E.F., and that same were

“to be maintained solely for the use and benefit of the unit”.

and that

“any profits arising from these Canteens are to be applied for the use and benefit of the non-commissioned officers and men of such unit”.

These Canteens were to be organized, administered and carried on

“under the supervision and direction of the officer commanding the unit, or a committee appointed by him”.

It was also provided in Paragraph 3 of the Rules for the management of Garrison and Regimental Dry Canteens in Canada, published in 1916, that

“...any profits arising from operating the Canteen are to be applied for the direct benefit of the N.C.O's. and men of such unit. The disposition of profits will be determined by the Committee of Management, subject to confirmation of commanding officer,”

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and paragraph 1121 had indicated one of the objects of a Regimental Institute to be

“to organize and maintain the means available for their (the troops’) recreation and amusement”.

When the units reached England the separate Canteens were still maintained but they were operated by letting them to contractors who paid the unit a fixed rebate on the takings. Even under supervision there were drawbacks to the contractor system and the Army Council in 1916 decided to take over these Regimental Institutes under its organization as from January 1st, 1917. There was accordingly formed the Army Canteen Committee, afterwards known as the Navy and Army Canteen Board, to operate canteens in England and at some permanent stations overseas. Arrangements were made by the Canadian Authorities with this Committee early in 1917 whereby the Army Canteen Committee took over and conducted all

“Regimental Institutes occupied by the Canadian Forces at home”, on the terms that the Committee would “pay rebate monthly” at a percentage on the total takings and, after provision for administrative expenses and the support of a central regimental institute fund, would pay to the “headquarters of the Canadian Forces” a proportion of the trading profits which might, from time to time, be determined by the Army Council as available for distribution. This arrangement appears from letters passing between the Secretary Army Canteen Committee and the then High Commissioner for Canada, between January 24th and February 21st, 1917. The monthly rebate was paid direct to each unit to be used for unit purposes. It is the accumulation of trading profits made by the Committee over and above the monthly rebate which helps to make up the Fund which is for distribution now.

Concerning canteens in France, the Expeditionary Force Canteen Committee was formed in January, 1915, by the co-operation of the two largest canteen contractors to conduct canteens in Overseas Theatres of War. It was definitely agreed that

“any profits earned were to be devoted to the general welfare of the soldier under the orders of the Army Council, and in such manner as they, in their absolute discretion, should think fit.”

(See Report dated May 14, 1921, of Special Committee, British House of Commons, on Canteen Profits). On March 8, 1918, an arrangement with the Expeditionary Force Canteen Committee was made to which the Canadian authorities in England were parties, and under which the Overseas Forces were to receive profits (on terms laid down) as full partners in the Expeditionary Force Canteens the same to be retroactive. This arrangement appears from a Memorandum of points agreed on between Military representatives of the Overseas Forces and the Expeditionary Force Canteen Committee, at a meeting of the latter held January 29, 1918. There was apparently some formal approval by letter from the Secretary of the Expeditionary Force Canteen Committee dated March 8, 1918.

Evidently this was only the formal consummation of an arrangement which had all along been in effect as an understanding. The High Commissioner for Canada had, by a Document dated previously, November 20, 1917, appointed Trustees to receive all sums of money which might become payable by

“the Navy and Army Canteen Committee and the Expeditionary Force Canteens.”

and the destination of the funds is indicated by the statement in this Document that these moneys are to be

“distributed and used in the discretion of the Trustees for any purposes or objects which they consider will benefit the Canadian Military Forces on their dependents.”

Later (in 1920) a basis of apportionment of the Expeditionary Force Canteen profits between the various Overseas Contingents was arrived at. As appears from the Minutes of their proceedings, these Trustees received and administered the moneys paid over from time to time by the Navy and Army Canteen Board and the Expeditionary Force Canteen Committee.

The difficulties in finally settling the respective shares in such a ramified partnership were very great, particularly since actual liquidation could not be completed within any reasonable time. During 1920, 1921 and 1922 there were most extended negotiations by conference and correspondence. Various contentious points arose. Finally in October, 1921, failing a settlement by agreement, it was arranged to refer the question of the basis on which accounts were to be closed to the President of the Institute of Chartered Accountants of Great Britain as arbitrator. He entered on this work, but in March, 1921 a special Committee of the British Parliament was appointed to investigate the whole subject of Canteen Profits and pending the Report of this Committee the arbitrator suspended operations.

The Committee reported May 14, 1921, and laid down certain principles to govern the distribution. The Committee's finding was favourable to the Canadian contention on one of the principal points of difference, namely, that the whole of the assets should be taken into account in making up profits instead of withholding a certain amount for financing canteens in the future. The Committee did not however, accept the Canadian view concerning the date up to which the accounts should be made up. It was considered, however, that further representations on that point would be futile and the Canadian authorities decided to acquiesce in the terms laid down by the Committee's Report.

Accounts and balance sheets showing the operations of the Navy and Army Canteen Board and the Expeditionary Force Canteen Committee were prepared in accordance with the Parliamentary Committee's Report and were presented to the Secretary of State for War accompanied by a Report of Sir William Plender, G.B.E., showing balance of profits undistributed. The Law Officers advised that these Canteen Profits were technically public moneys and, therefore, could not be disposed of without the sanction of Parliament. An Act was, therefore, passed by the British Parliament in the summer of 1922, ratifying payments already made and approving of further distributions, including the sum of £363,450 between Canada, Australia, New Zealand, South Africa, Newfoundland and India. A statement was received by the Canadian High Commissioner from the Secretary of the War Office in August 1922 showing £99,741, 14s. 3d., as outstanding to Canada and this amount, with a slight addition, was after further correspondence accepted by the High Commissioner for Canada as the balance due. The exact amount of this payment was £99,748, 14s. 5d., and was made in January, 1922. It is the item of \$485,443.77 shown in the account (See Appendix).

To recapitulate the successive steps were to have these two British Canteen Organizations take the place of the individual unit Committees in holding any profits made over and about the rebate which was paid to the units monthly, then for the Canadian Trustees overseas and, later, the High Commissioner for Canada to take on this management of the moneys, and finally for the balance to be brought back to Canada into the custody of the Receiver General impressed, as set out in P.C. 3144, with a trust similar to the one which would have operated if the Canteens had continued to be administered by the unit.

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These three funds, the history and general nature of which have just been outlined, are all trust earmarked, and the next consideration concerns the effect of such Trusts. The question is, who is entitled to specify the actual things for which the money is to be spent in endeavouring to "benefit" the class indicated and whether the Government of Canada, as the present custodian of the Fund, is anything more than a bare Trustee and, as such, subject entirely to the direction of those beneficially interested, or whether there is a discretion vested in the Authorities to make a selection and devote the Fund accordingly.

Views have been expressed indicating an idea that there was some individual property right in the Fund. The variation in the individual contribution and the consequent impossibility of determining the extent of any such interest, if it existed, would render it futile to consider these funds otherwise than as for the benefit of a class. But the very genius of army organization precludes the idea of property right in either the individual or the class, and particularly is this so after the status of member of the unit has been lost by demobilization. The necessity for legislation in the British Parliament to confirm the distribution of canteen profits was because of the opinion that they were public funds and section 134 of the Militia Act (R.S.C. 1906 C41) gives some added importance to that view. It is true that there is no insistence by the Crown or any such technical rights, and the documents quoted uniformly carry through the idea of the trust, but the true legal position of the fund is of importance in determining how active the authorities should be in directing or suggesting objects for the use of the money. The fact that the Army Council reserved by the terms of its Agreement full discretion regarding the disposition of the Fund and the fact also that the High Commissioner for Canada purports by his appointment of Trustees to expressly vest in them a similar right shows that, although the intention was to carry through the trust, there was an equally definite intention to retain some voice in its execution. If it were otherwise the trust would be abortive. There is no way whereby the wishes of the beneficiaries could be expressed in proportion to the degree of their interest nor strictly speaking could it be said that anything short of unanimity could be regarded as an effective expression of the opinion of the class. Some one should have power to finally decide. In the opinion of the Commission the conclusion is clearly indicated that when some practical application of the money has to be determined there must be some substantial measure of discretion to be exercised by the Governor in Council as Trustee and as successor to the Commanding Officer and his Canteen Committee.

While the terms of Paras. 1121 and 1131A of K.R. & O. clearly vest in the Commanding Officer the power to guide the application of the fund, undoubtedly any Commanding Officer would seek to find out the wishes of those for whose benefit the money is expressly earmarked, and only after all reasonable efforts in that respect failed, would a Commanding Officer be likely to make some arbitrary selection of his own. This situation here with regard to the conglomerate Fund is, the Commission ventures to think, very similar. It is impossible to ascertain the individual interests or wishes but the class to be benefited is quite clearly indicated in all the documentary evidence available, and the Government, acting towards all ex-members of the Overseas Forces of Canada in a capacity relative to that of the Commanding Officer towards the N.C.O's and men of the unit, ought to make all reasonable efforts to ascertain the wishes of the beneficiaries, and if any general consensus of opinion is obtained to conform therewith.

In Great Britain the Army Council in 1919, exercising the discretion reserved to dispose of the surplus profits accruing in respect of the Imperial Troops during the war, asked General Lord Byng, now His Excellency the present Governor General of Canada, to be responsible for the distribution of

the money. This he undertook to do on condition of freedom from Government control. A Council of Management was formed of representatives of important ex-service men's organizations and a Royal Charter was granted to this Body under the name of the United Services Fund. The Country was divided into 10 areas each with a Committee constituted on the same lines as the Council of Management. In developing the organization, over 2,500 local Committees were formed. Apparently the method of ascertaining the wishes of ex-service men concerning desirable objects for the fund was merely through members of the Committee. The 1922 Act of the British Parliament (previously referred to) confirmed all expenditures, disbursements and distribution which had been made of Canteen moneys including this payment to the United Services Fund.

The Canadian Government attempted to ascertain the views of ex-service men by a plebiscite taken under P.C. 4122 of November 3rd, 1921. A joint Committee composed of officials of the D.S.C.R. and of veterans' organizations was appointed to take charge of the vote. The Committee was known as the Canteen Funds Disposal Committee and it reported under date March 15, 1922.

Four suggestions were set out on a post card ballot which was distributed through all post offices. A blank was left so that the individual might make any original suggestion of his own. 550,000 ballots were distributed as follows:

1. To all post offices throughout the Dominion of Canada, 231,529.
2. To offices and hospitals of the D.S.C.R., 106,000.
3. To veterans' associations, 100,000.
4. To England, 17,000.
5. To the United States, 22,000.
6. To Pensioners outside of Canada, 8,000.
7. To meet miscellaneous demands, 65,471.

22,974 votes were returned distributed as follows:—

Canada	19,299
England	1,364
United States	1,815
Newfoundland	62
21 different countries	391

The result of the ballot is given as follows in the Committee's Report (p. 15):—

RESULT OF BALLOT

"10. The transferrable vote system was employed, so as to obtain an exact knowledge of the wishes of the ex-members of the forces, based on the indicated order of preference, where votes for more than one suggestion were received.

"The schemes, which the Committee considered worthy of inclusion on the ballot cards as suggestions, evoked considerable interest and received a large number of votes. A heavy vote was polled also for a per capita cash distribution and a lottery while the remainder of the votes were scattered over scores of miscellaneous suggestions of which few are practical enough to demand serious consideration.

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"A survey of the returns disclosed that the first choice was as follows:—

"Scheme A—	
"Establishment of memorial workshops for the provision of sheltered employment and home employment for disabled ex-service men, including the tuberculous.....	5,764
"Cash Distribution.....	3,574
"Scheme B—	
"Establishment of a non-competitive industrial enterprise jointly owned and operated by ex-service men.....	2,874
"Scheme C—	
"Provision of scholarships or other educational facilities for the children of ex-members of the Forces in need of such assistance.....	2,298
"Lottery.....	2,297
"Scheme D—	
"Provision of burial facilities for ex-members of the Canadian Forces who die in indigent circumstances.....	689
"Loaning Corporation.....	392
"Miscellaneous Schemes.....	3,598
"Spoiled Ballots.....	1,488
Total.....	22,974

FINAL RESULT

"11. The final result stands as follows:—	
"Scheme A.....	11,565
"Single Votes not cast for the above and spoiled ballots.....	11,409
Total.....	22,974

The other suggestions received on the plebiscite are shown in the appendix of this report.

The result of the plebiscite was not regarded as sufficiently representative or conclusive. (See 1922 Parl. Com. Report, p. 148-50, 227-8 and p. XV).

The 1922 Parliamentary Committee recommended a Board of Administration composed of officers of the D.S.C.R., representatives of ex-service men and prominent citizens and further recommended that this Board consider the advisability of employing the Canteen Funds:

- (a) For the promotion of Sheltered workshops, and
- (b) in providing further educational facilities for children of ex-members of the forces who would otherwise be unable to enjoy same.

No action was taken on this recommendation and the matter was included in the order of Reference to this Commission.

The expressions of opinion on the Hearings have not indicated any crystallized opinion as to the ultimate object to which this fund should be devoted. There was one principle upon which there was almost universal agreement, namely, that the funds should not be used to relieve the Government of any obligations properly belonging to it. The Commission is convinced that to adopt any scheme that might be construed as a violation of this principle would be a mistake and therefore makes no reference to suggestions put forward for Soldiers' Homes and other similar objects. While many suggestions were offered, the plans most favoured at each particular centre are summarized below:

Halifax (376).—The opinion was expressed by a Convention held previously that the money should be used for the education of orphan children whose fathers served in the war.

St. John (99).—The consensus of opinion in New Brunswick and Prince Edward Island was likewise said to be that the canteen fund should be used to provide for the education of the children, particularly orphans, whose fathers had served.

Montreal (608).—That the Dominion Government appoint a Board of Trustees including at least six ex-service men to administer the Canteen fund and that similar Boards be created in each Province with the object of definitely obtaining the opinion of ex-service men and women as to the most equitable means of distribution.

Vancouver (202).—It was asked that the capital be kept intact for some years until opinion has become crystallized, no conclusion having been reached as yet concerning the method to be adopted.

Calgary (291).—A resolution was presented, adopted by the Alberta Provincial Convention, held on the 7th, 8th and 9th of February, 1923, asking that the fund be divided by provinces on the basis of enlistment and discharges, and that Alberta's share be placed in the hands of trustees appointed by the Provincial Government to be disposed of as decided by the ex-service men of Alberta.

Another proposal presented at Calgary was that the fund be used for Housing loans, Industrial loans and pensions for those otherwise ineligible. This proposal known as the McInnis plan was approved by the Woodstock (N.B.) branch of the G.W.V.A. It was also favoured by 94 of those who answered the Commission's Questionnaire.

Regina (125).—It was proposed that half a million dollars should be placed at the disposal of the D.S.C.R. for providing decent burial for soldiers and the after care of their graves, and that a further one million dollars be allocated to the same Department to be administered for the next ten years for the benefit of men who served in France, if ill and indigent.

Winnipeg (378).—It was recommended that principal and interest in proportion to enlistments be placed in the hands of Provincial Trustees to whom the veterans might communicate their wishes.

Toronto (91-95).—It was asked that the fund be divided by Provinces, basing such division on enlistments and placed in the hands of Provincial Trustees for administration.

To determine from the foregoing the common desire of the ex-service men concerning the ultimate use of the money is impossible, but the two clearest suggestions were, education of children whose fathers served in the War, and relief of distress among ex-service men and dependents.

As to its immediate disposition, the plan most generally favoured was that the fund be divided according to Provinces so that the local conditions might be considered before a definite object was decided on. Alberta, Manitoba, Ontario and Quebec all advocated the division, and the suggestions of Nova Scotia, New Brunswick and Prince Edward Island that the money be devoted to children's education necessarily involves the allocation of a certain amount to each Province. British Columbia is not yet ready for an expression of opinion, and Saskatchewan alone might oppose provincial administration, the main idea there being that the fund should be kept together for the relief of distress among ex-service men and their dependents.

No suggestion which would not necessitate the splitting up of the fund was put forward, such as the construction of a monument or other memorial, although a Vimy Memorial was among the additional suggestions received on the Plebiscite.

Keeping in mind the accepted view that this fund is for the benefit of the class who contributed to it, and that consequently every attention should be paid to a generally expressed and reasonable wish of those concerned regarding its disposition, the Commission considers that, as a first step, the proposal for division of the Funds into provincial allotments should be acceded to. This should assist materially in getting some consensus of opinion among those

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interested, both on account of local interest and because agreement is more likely to be reached when the varying conditions of the different Provinces can be eliminated. There is another distinct advantage in the provincial division. The limitations of the fund will make it requisite that, whatever Scheme for its ultimate application is adopted, there shall be a restricted class of beneficiaries, and those coming within this class must be ascertained by some standard of selection. It is thus desirable that those who have the handling of the fund should be in the closest possible touch with the applicants, to be able to estimate their special claim to participate in any Scheme adopted and decide whether, and for how long, their situation justifies continuing its benefits.

In Australia a similar fund is decentralized and administered by military districts. (1921, Parl. Com. Rep. 404). While in Great Britain central administration is feasible, the immense distances and sparse population and the **variety of conditions in different provinces** make a system which is suitable in England unwieldy here, at the same time it would be of distinct advantage to capitalize provincial individuality and interest. What is proposed here is that the Provincial Boards of Trustees have the responsibility for actual decision of the merits of any proposal submitted, while in England the Area Committee only advises. It is not proposed that the Provincial Board of Trustees shall be bound to adopt any suggestion made, simply because it is strongly supported. There is to be in the Provincial Board of Trustees, relatively, the power of the Commanding Officer to confirm or otherwise any proposed use of the money. The Provincial allotment would, in short, increase the facilities for securing an intelligent expression of opinion from ex-service men and make the administration of the money more effective by direct interest.

As to the basis on which the funds should be divided, the ideal would be a distribution based on the number of overseas ex-service men resident in the respective provinces, averaging this over a substantial period of time, say three years. Unfortunately there is no method whereby this can be directly arrived at, and the Commission, after consideration, is of opinion that a fair, although arbitrary, result can be arrived at by using three factors, viz., enlistments, discharges and pensions paid in the respective provinces. Enlistments alone are not enough upon which to base a conclusion, because many men who enlisted did not return to their native province after their discharge and many others were not residents of the province where they joined up. Discharges, on the other hand, may easily give fallacious results because thousands were discharged in England and many others discharged in one Province have removed to some other. The number of pensions paid should furnish a good criterion but the drawback there is that the proportional number of pensions to ex-soldiers may not be the same in every Province. For instance, it is said that, in British Columbia, the mild climatic conditions have attracted a large number of pensioners from other parts of Canada, and therefore to take pensions alone as a standard would allot British Columbia an undue percentage of the total ex-soldier population.

After a close examination of the proportions which each Province shows, taking these three factors separately, the Commission is quite convinced that as fair a method as can be devised, since no one of these elements by itself can be relied on to correctly represent the proportion of ex-service men in each province, is to combine the three percentages and strike an average.

Even then there is a difficulty. The only figures available to show enlistments from each Province include both those who saw overseas service and those who served only in Canada. These are the figures which will have to be used, and they will be inaccurate for present purposes to whatever extent the proportion of those who went overseas to those who served in

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Canada only varies in different provinces. Regarding discharges, the only statistics available, for a provincial calculation, cover the limited period from the Armistice to October 31, 1919, but notwithstanding this, the Commission sees no reason why they should not give a fair cross-section of the Provincial distribution of all Canadians discharged. Concerning both enlistments and discharges, the figures for Nova Scotia and Prince Edward Island are combined and the only way to secure a separate percentage for these provinces is to take the ratio of pensions paid in each of them, and apply that ratio to the enlistments and discharges. The third factor, namely, number of pensions paid in each province, can be accurately stated as of March 31, 1924.

There may have been some important factor which has been overlooked but, based on the figures of enlistments, discharges and pensions shown in the appendix, the Commission has had worked out the following percentages which it considers would afford a fair basis for a provincial allotment of such canteen funds as are available for that purpose. In Great Britain similar difficulties were experienced in arriving at the number of ex-service men in stated localities and lack of active statistics made it necessary to resort to such arbitrary methods as taking the number of pensioners plus the food cards issued, or taking a fixed percentage of total population.

RATIO TABLE FOR PROVINCIAL ALLOTMENT BASED ON THE AVERAGE OF PERCENTAGES OF DISCHARGE, ENLISTMENTS AND PENSIONS

Province	Percentage of Discharges from Nov. 11, 1918, to Oct. 31, 1919	Percentage of Total Enlistments	Percentage of Total Pensions in Canada for Death and Disabilities	Ratio of distribution of Canteen Fund (Average of foregoing percentage)
Ontario.....	42.849	41.600	40.474	41.641
Quebec.....	14.773	14.019	9.362	12.718
New Brunswick.....	4.530	4.379	3.700	4.203
Nova Scotia and Prince Edward Island.....	9.899	5.646	6.343	7.296
Manitoba.....	10.097	11.230	10.780	10.702
Alberta.....	5.597	7.644	8.796	7.346
Saskatchewan.....	4.311	6.378	6.735	5.808
British Columbia and Yukon.....	7.944	9.104	13.810	10.286
	100.000	100.000	100.000	100.000

Ratio between Nova Scotia and Prince Edward Island:—

Nova Scotia.....	88.247 per cent,	6.439 per cent
Prince Edward Island.....	11.753 "	.857 "

Regarding details of administration, if the objects to which the fund was ultimately to be devoted were identical in each province, it would probably be of distinct advantage to have the benefit of a Central Advisory Board to formulate some general plan and to act as a clearing house for ideas from the various provinces but since the uses selected for the fund are not likely to be similar throughout, the Commission does not see the utility of a central governing or advisory body. Any necessary co-ordination of efforts along similar lines in the various provinces could be effected through the good offices of the officials of the D.S.C.R. in conjunction with such prominent citizens as may be agreed upon by the provinces concerned and the Department.

The body authorized to receive the Fund on behalf of the province from the Receiver General should be, in the opinion of the Commission, a Board of Trustees, composed of not more than five citizens of the province, a majority

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of whom should have served overseas, such Trustees to be appointed by the Lieutenant-Governor in Council and to serve without remuneration. The Commission's opinion is that the Board should be small, not only to ensure close personal interest but to save the expenses necessarily involved in calling together a large personnel. The suggestion of the Commission is, therefore, a board of five in Ontario and three in the other provinces.

If relief work is taken up it would seem feasible to have the local work done by veteran and social welfare organizations while, if an educational scheme is adopted, the Board of Trustees would formulate the conditions for participation, and the decision as to the qualification of the candidate could be advised on by the local educational authorities.

The duties of the Provincial Board of Trustees would, generally speaking, be to receive and hold the funds and to ascertain by such method as might appear to them most feasible, the wishes of those residing in the province or, in the case of British Columbia, in the province and the Yukon, who are interested in the fund concerning its disposition; following this, to determine the object to which the fund should be devoted, and, as far as necessary, to administer the fund for such object or to provide for such administration through others, and to do such other things as might be indicated in the Order in Council appointing them. All expense in connection with the trusts should of course be a charge on the fund.

It is realized that this distribution does not specially provide for those not now resident in Canada, but although their removal may not extinguish whatever benefit can be reasonably extended to them, it would seem unfair to impose on those administering the fund the burden and expense of providing special machinery and organization in order to carry to them its advantages. The fact that they are scattered makes impracticable the adoption, for their benefit, of any general scheme which might be applicable to a closely associated group.

The Canadian abroad does not lose the privilege of participation in the Fund of his particular province. It may be said that while he is away, this benefit is of no practical value, but the Commission does not consider that any fair basis of administration of the Fund can be arrived at unless it is considered as essentially Canadian and administered on Canadian soil.

There will, however, be cases of peculiar distress which cannot be foreseen and concerning which it might be felt that an injustice had been done if some portion of the Fund were not as close at hand as possible, and the Commission, while not committing the Fund as a whole to relief purposes, is of the opinion that a sum of \$100,000 should be allotted for the benefit of special cases of distress of Canadians who served in France or England and their dependents resident in Great Britain and the United States, one-half of this amount to be placed at the disposal of the United Services Fund of Great Britain to be used in their discretion for the above purposes, and a similar amount to be sent to the American Red Cross with the same request.

It will be expected that an indication of the views of the Commission be given concerning any objects for which the Fund might be used. Some principles, the adoption of which the Commission recommends, should be noted.

Firstly, that the fund should, in the opinion of the Commission, not be spent immediately but its use should be providently spread over a reasonable number of years so that there would be something available for children now very young who might later be benefited by special assistance in particularly distressing circumstances which might arise at any time until a wage earning period is reached, or who might become eligible for School or University Scholar-

ships if such were created. Neither should the fund be kept perpetually. The Report of the United Services Fund in Great Britain contains the following:—

“It is preferable in a Fund of this nature that the greatest amount of good should be done over a limited period of reasonable length rather than that any sum should be set aside for an indefinite period”.

In England the period decided on was 15 years from 1923. It may be thought that there are those who, even after that time, might require the assistance which such a fund could give, but within that period, the abnormal effect of war conditions should have subsided and most of the children would have grown up. Assuming the total fund to be 2¼ million dollars the yearly value over a period of fifteen years at 5 per cent would be about \$206,000.

Secondly, any use of the fund for relief purposes from time to time should be limited to the class of cases for which no relief is then available from Government sources; in other words, the money should not be used to relieve the State of any responsibility devolving on it.

Thirdly, that only ex-members of the Canadian Expeditionary Forces below commissioned rank who served in France or England, and their dependents, should be eligible to participate in the benefits of the Fund.

With these principles in mind the Commission has two suggestions to make regarding schemes for disposition:—

(a) Assistance to specially meritorious cases where ex-members of the forces and their dependents are in genuine distress. No elaboration is needed here. The experience of the United Services Fund of Great Britain will afford valuable information and guidance. This is the purpose for which a similar fund is used in Australia, and has been frequently put forward as a suggestion.

(b) The provision of scholarships in schools (not necessarily confined to the higher grades) and Universities, for specially promising children of ex-service men.

Some details of such a scheme were presented to the 1922 Parliamentary Committee (Report p. 224 et seq.) and a draft plan designed for the whole of Canada was submitted to the Commission by the Deputy Minister of the D.S.C.R. under date of October 12, 1923. An educational scheme has the advantage that, probably more than any other, it expresses the wishes of those who did not come back. It permits the survivors to unite their portion with that of their fallen comrades for the benefit of a class which the dead would desire to see cared for above all others. It further provides a rare opportunity for ex-service men to develop and inject into Canadian national life a group of bright young men and women with inherited traditions of patriotic service whose talent might otherwise remain undeveloped. It should call for no expensive administration. The co-operation of the Department of Education in any Province in which the Scheme was adopted could be readily enlisted.

In Saskatchewan children of deceased or disabled soldiers receive a special educational grant of \$24 per month until they are 21 (Regina 56). The Pensions Board may, under Section 23 (1) (b) of the Pension Act, continue the pension to the child of a pensioner until the child becomes 21, provided he or she is without resources and is making satisfactory progress. As a rule the Pensions Board in practice only exercises this discretion in favour of a child showing more than ordinary ability (Toronto 1751). These provisions should be kept in mind in preparing any scheme, in order that the principle above referred to, of not relieving the State of its recognized obligations, will be observed.

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Representations have been made that before there is any distribution of this fund, care should be taken to see that machinery is maintained for the active presentation and prosecution of claims which may arise from time to time on behalf of ex-service men and their dependents, concerning the various forms of assistance which the State provides in respect of Pensions, Re-establishment, etc.

There are a variety of instances in connection with such questions as government employment, land settlement, training, housing, and rehabilitation activities generally, the considerations affecting which depend on the presentation of the individual case rather than on the terms of a general regulation. There are also Parliamentary matters, not only affecting pensions, but amendments to existing statutes which may directly affect the right and privileges of ex-service men, and in addition there is the desirability of having some agency completely detached from Government organization to supply the necessary personal contact between ex-service men and dependents and those who deal with matters affecting their interests.

The appointment of soldier advisers throughout the units has supplied, it is believed, a genuine want, particularly in regard to pensions and treatment matters and, primarily, concerning appeals. In suggesting the necessity of maintaining such a bureau it is not to be understood as a reflection on officials who are administering soldier matters, any more than the intervention of counsel in a case at law would be regarded as a reflection on the judiciary. The Commission has not hesitated where it considered it was called for to point out defects and shortcomings of existing regulations and practice, but, assuming that the system was working with absolute precision, there would still be a proper place for an agency of this kind.

The Commission considers that it is in the interests of ex-members of the Forces and their dependents to have such a service maintained for some time yet and that this would be a proper object for a small proportion of this fund which should be held and administered by a Central Board of Trustees to be appointed by the Governor-in-Council.

The Commission, therefore, recommends:—

1. That requisite legislative provision be made so that, under direction of the Governor-in-Council, any necessary accounting be had to ascertain and certify the amount, including interest, properly belonging to the funds and held by the Receiver General under P.C. 3144 of December 18th, 1920, and to have said funds (excepting the sum of twenty thousand dollars to be held for payment of any outstanding accounts in respect of the units, the funds of which are included in said amount), hereafter referred to as the "Canteen Fund", distributed as follows:—

(a) The sum of \$100,000 to be paid to a Central Board of three Trustees, at least two of whom have had overseas service, to be appointed by the Governor-in-Council, without remuneration, such sum to be used by such Central Board of Trustees from time to time in such amounts and in such matter as it may deem best for the maintenance and assistance of an adjustment service and bureau for the benefit of ex-service men and their dependents.

(b) The sum of \$50,000, to be said to the United Services Fund of Great Britain and the sum of \$50,000 to be paid to the American Red Cross to be used by them respectively in such manner from time to time as they deem proper for assistance in specially meritorious cases of ex-members of the Canadian Expeditionary Force who have served in France or England, and their dependents, resident in Great Britain or the United States as the case may be, and who are in genuine distress.

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(c) The residue of the Canteen Fund to be divided into nine provincial allotments in the proportion indicated by the following percentages:—

	Per cent
Alberta.....	7.346
British Columbia and the Yukon.....	10.286
Manitoba.....	10.702
New Brunswick.....	4.203
Nova Scotia.....	6.439
Ontario.....	41.641
Prince Edward Island.....	.857
Quebec.....	12.718
Saskatchewan.....	5.808
	100.000

(d) Upon notification of the appointment by the Lieutenant Governor in Council, of any province, of the Provincial Board of Trustees hereinafter referred to, the provincial allotment, determined as above, in respect of the territory indicated to be paid over to said Provincial Board of Trustees.

2. (a) That the necessary steps be taken to procure the effective appointment and authorization by the Lieutenant Governor in Council of each province of a Provincial Board of Trustees, without remuneration, composed of citizens of the Provinces, five for the Province of Ontario and three for the other provinces, a majority of whom shall have served overseas, to perform the duties specified hereunder and any other duties which may be considered necessary concerning the provincial allotment in respect of such Province determined as set out in paragraph 1 (c) above.

(b) The duties of the Provincial Boards of Trustees to be to receive and hold the Provincial allotment and to ascertain, by such method as may appear to them most feasible, the wishes of those interested and residing in the province or, in the case of British Columbia, in the Province and the Yukon, concerning the disposition of such allotment and, following this, to determine the object to which the allotment should be devoted, and, as far as may be necessary, to administer same for such object or to provide for such administration by others and to do such other things as may be indicated in the Order-in-Council appointing them. The expenses in connection with the trust to be a charge on the allotment.

All the above is respectfully submitted.

J. L. RALSTON

Chairman.

WALTER McKEOWN

Commissioner.

A. E. DUBUC

Commissioner.

July 5, 1924.

APPENDIX A

OTTAWA, November 25, 1922.

ROYAL COMMISSION ON PENSIONS AND CERTAIN PHASES OF RE-ESTABLISHMENT

MEMORANDUM RE SCOPE OF INQUIRY AND PROCEDURE

A. SCOPE

The scope of the inquiry is indicated below.

1. To receive suggestions as to:—

- (a) Any improvements in the method of procedure whereby Canadian ex-service men may apply for pensions and treatment.
- (b) Procedure whereby these ex-service men may submit an appeal from decisions as to pensions and treatment.

2. To hear evidence as to the needs of discharged handicapped men of the C.E.F. and as to means of making suitable provision for them, apart from any definite legislative provision which already exists.

Those contemplated by the term handicap men might be considered as including the following classes:—

- (a) Those whom real old age has at the time of discharge, with or without other disability, rendered unfit for employment on the open labour market, and those who are prematurely old from causes either arising out of or entirely unassociated with service. It is needless to say that this group will increase as time goes on.
- (b) Those handicapped by severe disabilities which are the result of deformities, amputations, or arise otherwise from injuries due to service.
- (c) Those with some chronic condition due to service but who are not included in the tuberculous.
- (d) Those who are suffering from some mental or nervous condition in whole or part due to service.
- (e) The tuberculous.
- (f) Those who, owing to various other causes due at least in part to service are unable to give any fixed occupation the same extent of efficiency as is expected from men 100 per cent fit.

Examples of matters which might come under paragraph 2 are:—

- Sheltered workshops.
- Home industries.
- Soldier homes.
- T. B. colonies.
- Orphans' education.

3. To hear evidence as to the extent and nature of existing re-establishment needs among Canadian ex-service men and their dependents.

NOTE.—In connection with paragraph 3 it is to be noted that, under the terms of the Order in Council, this has to do particularly with the re-establishment needs of handicapped men. The Commission has decided, however, that while keeping this class particularly in mind, evidence as to the needs of other classes

of returned men will be taken, but this should be confined as closely as possible to the nature and extent of actual existing needs, rather than to remedies; the latter being within the purview of Parliament and not of the Commission.

4. To hear evidence and suggestions as to disposal of canteen funds.

B. PROCEDURE

1. The endeavour is being made to obtain the views on behalf of Canadian ex-service men in widely separated portions of Canada and to report during the ensuing Session of Parliament, if possible. To do this it is necessary to have the co-operation of all concerned in ensuring that what is presented is concise, well considered, and directed along the lines indicated above—with this in mind the following is a general outline of procedure:—

- (a) Evidence and suggestions on behalf of Canadian ex-service men will be received only from those selected to represent soldier interests generally, rather than as individuals or officers of individual organizations and, for this purpose, it is requested that these organizations and returned men generally will combine in selecting these joint representatives who will come to the hearing duly accredited. This does not in any way preclude the selection of officers of any organizations as joint representatives, nor the presentation by these joint representatives of evidence and suggestions on behalf of any particular class or classes of Canadian ex-service men.
- (b) The number of representatives to be limited as much as possible, but not to exceed six on the hearing in any one place.
- (c) A brief summary of the evidence proposed to be submitted, to be forwarded to the Secretary of the Commission, Room 379, House of Commons, Ottawa, ten days before the hearing.
- (d) Hearings to be held in Halifax, St. John, N.B., Montreal, Toronto, Winnipeg, Calgary, Regina and Vancouver.
- (e) Notice of the date and place of hearings to be given later, but the hearings will not commence before January 15th, 1923, and the first hearing will be held in Halifax.
- (f) Where a selected representative does not reside in the place where the hearing is to be held, his expenses as a witness will be certified by the Commission.

H. D. DEWAR,

Secretary, Royal Commission.

NOTICE TO EX-MEMBERS OF THE FORCES

The Royal Commission on Pensions and Re-establishment will hold sittings, beginning about January 15, 1923 (definite dates to be announced later), in Halifax, St. John, Montreal, Vancouver, Calgary, Regina, Winnipeg, and Toronto, in the order named.

To enable a report to be made during the ensuing session of Parliament if possible and to ensure that evidence be concise and well-considered and to prevent repetition, it is proposed that evidence and views on behalf of ex-members of the forces be presented at each of the above places by not more than six duly selected representative witnesses. Ex-members of the forces generally, and veteran organizations are asked to co-operate in calling meetings and instructing and selecting these witnesses.

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Further details as to the scope of the Inquiry and procedure may be obtained from Veterans' Organizations or from any office of the Department of Soldiers' Civil Re-establishment.

Individuals who, for any reason, cannot co-operate by being represented by such selected witnesses may present their views by filling out a form of questionnaire which has been prepared and which may be procured from any post office. This form to be returned before February 28, 1923, postage free, addressed to The Secretary of the Post Office Department, Ottawa.

OTTAWA, December 14, 1922.

APPENDIX B

ITINERARY OF COMMISSION SHOWING PLACES AND DATES OF PUBLIC HEARINGS AND VISITS TO INSTITUTIONS.

1923.

- January 24.—Halifax sitting.
- January 25.—Halifax sitting.
- January 26.—Halifax sitting.
- January 29.—Kentville Sanatorium.
- January 31.—St. John sitting.
- February 1.—St. John sitting.
- February 14.—Montreal sitting.
- February 15.—Montreal sitting.
- February 16.—Montreal sitting.
- February 17.—Montreal sitting.
- February 22.—Vancouver sitting.
- February 23.—Vancouver sitting.
- February 24.—Vancouver sitting.
- February 25.—Victoria-Red Cross Workshops and Jubilee Hospital.
- February 26.—Vancouver sitting.
- February 27.—Vancouver sitting.
- March 2.—Vancouver-Shaughnessy Hospital and Memorial Workshops.
- March 3.—Kamloops-Tranquille Sanatorium and Royal Inland Hospital.
- March 6.—Calgary sitting.
- March 7.—Calgary sitting.
- March 8.—Calgary sitting—Bowness Hospital and Colonel Belcher Hospital.
- March 10.—Edmonton—Strathcona Hospital and Children's Home.
- March 12.—Regina sitting.
- March 13.—Regina sitting.
- March 14.—Ninette Sanatorium.
- March 15.—Winnipeg sitting.
- March 16.—Winnipeg sitting.
- March 17.—Winnipeg sitting.
- March 19.—Winnipeg sitting.
- March 20.—Winnipeg sitting.
- April 2.—Toronto sitting.
- April 3.—Toronto sitting.
- April 4.—Toronto sitting.
- April 5.—Toronto sitting.
- April 6.—Toronto sitting.
- April 7.—Toronto sitting.
- April 8.—Hamilton—Mountain Sanatorium.

1923

April 11.—Toronto sitting.
 April 12.—Toronto sitting.
 April 13.—Toronto sitting.
 April 14.—Toronto sitting.
 April 15.—London—Westminster Hospital and Byron Sanatorium.
 April 16.—Toronto sitting.
 April 19.—Ottawa sitting.
 April 20.—Ottawa sitting.
 April 21.—Ottawa sitting.
 May 24.—Ottawa sitting.

1924.

April 16.—St. Anne de Belevue Hospital.

WITNESSES BEFORE THE COMMISSION ON THE SECOND PART OF THE INVESTIGATION

HALIFAX

Dr. Edward McLellan, Asst. Unit Medical Director "B" Unit, D.S.C.R.
 Dr. Wm. McKasey, Pensions Medical Examiner "B" Unit, D.S.C.R.
 Col. Smith L. Walker, Senior Secretary, Central Veterans Committee, G.W.V.A.
 Dr. G. W. Whitman, M.D., Witness for Central Veterans Committee, G.W.V.A.
 Mr. R. R. Murray, Witness for Central Veterans Committee, T.V.A.
 Col. S. S. Wetmore, Unit Director of Administration, "B" Unit, D.S.C.R.
 Dr. Fred. H. Sexton, Witness for Central Veterans Committee, vocational officer for the Maritime Provinces and Quebec and Director of Technical Education for the Province of Nova Scotia.
 Capt. R. I. Donaldson, O.B.E., Acting District Superintendent of the Soldier Settlement Board.
 Mr. J. L. Hetherington, President of the Provincial Red Cross Society.
 Dr. F. W. Tidmarsh, Pensions Medical Examiner, "B" Unit, D.S.C.R.
 Rev. Dr. Clarence McKinnon, Witness for Central Veterans Committee.
 Mr. H. F. Hamilton, Provincial Secretary, G.W.V.A., and Witness for Central Veterans Committee.
 Mr. J. W. L. Rose, Officer in Charge of Dependents Pensions "B" Unit, D.S.C.R.
 Mr. E. A. Saunders, Secretary, Canadian Patriotic Fund, Halifax Branch, Secretary Halifax Board of Trade.

ST. JOHN

Mr. Jas. D. McKenna, M.P.P.
 Dr. J. B. Peat, Witness, Central Veterans Committee.
 Mr. Frank A. Nicholson, Witness, Central Veterans Committee.
 Col. H. D. Johnson, Witness from Prince Edward Island.
 Mr. W. M. Woodside, Witness from Prince Edward Island.
 Major J. S. Scott, Witness, Central Veterans Committee.
 Mr. W. B. Manzer, Witness, Central Veterans Committee.
 Mr. J. P. Bourgeois, Witness, Central Veterans Committee.
 Mrs. Young, Representative from the St. John Local Council of Women
 Mayor E. A. Schofield, Witness, Central Veterans Committee.
 Major H. Priestman, Witness, Central Veterans Committee.
 Mr. G. Earle Logan, Counsel, Central Veterans Committee.
 Dr. C. M. Pratt, Pensions Medical Examiner "K" Unit, D.S.C.R.

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MONTREAL

Major W. G. Fellows, Chairman and Witness Central Veterans Committee, Army and Navy Veterans.
 Mr. Sydney D. Cunningham, Witness, Central Veterans Committee, G.W.V.A.
 Mr. Victor J. Locke, Witness Central Veterans Committee, T.V.A. .
 Dr. A. E. Lundon, Unit Medical Director "A" Unit D.S.C.R.
 Mr. Bernard Rose, Witness Central Veterans Committee and Counsel the Workers Federation of Returned Soldiers.
 Dr. C. Laviolette, Witness Central Veterans Committee, G.W.V.A.
 Capt. H. Colebourne, Dominion Secretary Treasurer, Army and Navy Veterans.
 Mr. George H. Abbott, Witness Central Veterans Committee, G.W.V.A.
 Capt. G. H. Boyd, Unit Director of Administration "A" Unit, D.S.C.R.
 Mr. A. R. Baldock, Witness, Central Veterans Committee, Army & Navy Veterans.
 Mr. Royal E. C. Werry, Witness, Central Veterans Committee, G.W.V.A.
 Mr. A. L. Kauffman, Witness, Central Veterans Committee, Army & Navy Veterans.
 Mr. Edgar Kingsland, Witness, Central Veterans Committee, G.W.V.A.

VANCOUVER

Major C. A. Bell, M.C., Unit Director of Administration "J" Unit, D.S.C.R.
 Dr. A. P. Proctor, Unit Medical Director, "J" Unit, D.S.C.R.
 Mr. C. L. Fillmore, Western Counsel, Soldier Settlement Board.
 Major M. J. Crehan, Chairman, Central Veterans Committee.
 Mr. W. Drinnan, Secretary, Central Veterans Committee.
 Mr. Ian McKenzie, M.L.A., Supervising Counsel for Central Veterans Committee.
 Capt. H. D. Twigg, Witness Central Veterans Committee, Canadian Legion.
 Col. A. J. Robertson, D.S.O., M.C., Witness, Central Veterans Committee, B.C. Returned Soldiers Aid Commission.
 Mr. C. G. Crawford, Witness, Central Veterans Committee, G.A.U.V.
 Mr. H. H. Currie, Witness, Central Veterans Committee, G.W.V.A.
 Mr. C. Coles, Witness, Central Veterans Committee, T.V.A.
 Capt. J. C. Brown, Witness, Central Veterans Committee, G.W.V.A.
 Mr. J. A. W. O'Neil, Imperial Veterans.
 Dr. A. R. Thomson, Pensions Medical Examiner, "J" Unit, D.S.C.R.
 Dr. C. Wace, Asst. Unit Medical Director D.S.C.R., Victoria.
 Col. G. C. Johnston, District Superintendent S.S.B., Vernon.
 Capt. J. T. Barnet, District Superintendent S.S.B., Vancouver.

CALGARY

Mr. H. G. Nolan, Witness, Central Veterans Committee, G.W.V.A.
 Mr. A. B. Clow, Witness, Central Veterans Committee, G.W.V.A.
 Mr. W. C. Warner, Witness, Central Veterans Committee, Army and Navy Veterans.
 Mr. G. W. Hinks, Witness, Central Veterans Committee. Amputations Association.
 Mr. H. Green, Witness, Central Veterans Committee, T.V.A.
 Mr. W. A. Irwin, Witness, Central Veterans Committee, G.W.V.A.
 Mr. R. W. Gallacher, Chairman, Central Veterans Committee.
 Mr. C. L. Fillmore, Western Counsel, S.S.B.
 Mr. L. L. Johnson, Asst. Director of Administration, "I" Unit, D.S.C.R.
 Dr. Geo. Johnson, Unit Medical Director, "I" Unit, D.S.C.R.
 Dr. W. D. Gray, Pension Medical Examiner, "I" Unit, D.S.C.R.
 Dr. R. D. Sansom, Pension Medical Examiner, "I" Unit, D.S.C.R.
 Dr. A. W. Park, Pension Medical Examiner, "I" Unit, D.S.C.R.
 Dr. A. H. Baker, Supt. Central Alberta Sanatorium.
 Mr. H. Gordon, District Superintendent, S.S.B., Edmonton.
 Mr. W. S. Woods, District Superintendent, S.S.B., Calgary.

REGINA

Mr. G. Murchison, District Superintendent, S.S.B., Saskatoon.
 Col. F. J. O'Leary, D.S.O., District Superintendent, S.S.B., Prince Albert.
 Mr. E. M. Johnston, District Superintendent, S.S.B., Regina.
 Mr. C. L. Tucker, Unit Director of Administration "H" Unit, D.S.C.R.
 Dr. J. W. Wickware, Unit Medical Director, "H" Unit, D.S.C.R.
 Col. Jas. McAra, Chairman, Central Veterans Committee.
 Dr. G. G. Cox, Pension Medical Examiner, "H" Unit, D.S.C.R.
 Major M. A. McPherson, Witness, Central Veterans Committee, G.W.V.A.
 Major J. C. Secord, Witness, Central Veterans Committee, G.W.V.A.
 Mr. E. C. Leslie, Witness, Central Veterans Committee, T.V.A.
 Mr. F. M. Riches, Witness, Central Veterans Committee, Business Manager, Saskatchewan University.
 Mr. W. Bishop-Stevens, Witness, Central Veterans Committee, Amputation Association and Imperial Veterans.
 Mr. J. L. Norman, Witness, Central Veterans Committee.
 Mr. Stephen Mitchell, Witness, Central Veterans Committee.
 Mr. F. B. Bagshaw, Witness, Central Veterans Committee, G.W.V.A.

WINNIPEG

Major J. P. Oliver, Unit Director of Administration, "G" Unit, D.S.C.R.
 Major N. McIvor, M.D., Unit Medical Director, "G" Unit, D.S.C.R.
 Major A. R. Taylor, M.D., Asst. Unit Medical Director, "G" Unit, D.S.C.R.
 Capt. S. V. Paterson, D.C.M., Officer Paying Imperial Pensions, D.S.C.R., Ottawa.
 Capt. F. J. Freer, Supt. Soldier Settlement Board, Winnipeg.
 Dr. L. T. Ainley, Pensions Medical Examiner, "G" Unit, D.S.C.R.
 Mr. J. J. Bannerman, i/c Insurance Branch, "G" Unit, D.S.C.R.
 Mr. T. Leever, Asst. Unit Director of Administration, "G" Unit, D.S.C.R.
 Mr. W. T. Colclough, Asst. Unit Director of Administration, "G" Unit, D.S.C.R.
 Mr. A. Beveridge, Supt. Orthopædic Branch, "G" Unit, D.S.C.R.
 Mr. K. J. Milne, Asst. Sec. to Ministry of Pensions, Great Britain.
 Mr. J. R. Bowler, Witness, Central Veterans Committee, G.W.V.A.
 Mr. H. P. Blackwood, K.C., Witness, Central Veterans Committee.
 Capt. E. Browne-Wilkinson, Witness, Central Veterans Committee, Army and Navy Veterans.
 Mr. A. E. Moore, Witness, Central Veterans Committee, G.W.V.A.
 Mr. P. J. Rummer, Witness, Central Veterans Committee, G.W.V.A.
 Mr. J. H. Ferguson, Witness, Central Veterans Committee, G.W.V.A.
 Mr. T. Downing, Witness, Central Veterans Committee, G.W.V.A.
 Mr. W. H. Hamilton, Witness, Central Veterans Committee, G.W.V.A.
 Mr. A. Palmer, Witness, Central Veterans Committee, Amputations Association.
 Mr. F. G. Thompson, Witness, Central Veterans Committee, Imperial Veterans Association
 Mr. Leo Warde, Representative Red Cross Society.
 Major F. G. Taylor, D.S.O., M.C., Witness, Central Veterans Committee. President Dominion Veterans Alliance.
 Dr. W. P. Day, Neurologist, "G" Unit, D.S.C.R.
 Mr. J. H. Martinson, Witness, Central Veterans Committee.

TORONTO

Lt.-Col. G. F. Morrison, D.S.O., Unit Director Administration, "D" Unit, D.S.C.R.
 Mr. Harry Young, Asst. Director Administration, "D" Unit, D.S.C.R.
 Dr. S. R. D. Hewitt, Unit Medical Director, "D" Unit, D.S.C.R.
 Dr. T. A. Carson, Asst. Unit Medical Director, "D" Unit, D.S.C.R.

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TORONTO—*Concluded*

- Dr. W. J. M. Marey, Pensions Medical Examiner, "D" Unit, D.S.C.R.
 Dr. R. J. Kee, Asst. Director Medical Services, Ottawa, D.S.C.R.
 Dr. R. Coutts, Pensions Medical Examiner, "D" Unit, D.S.C.R.
 Capt. W. M. Parry, Witness, Central Veterans Committee, G.W.V.A.
 Mr. J. B. Conroy, Witness, Central Veterans Committee, G.W.V.A.
 Col. A. T. Hunter, Witness, Central Veterans Committee, G.W.V.A.
 Dr. N. H. Sutton, Witness, Central Veterans Committee, G.W.V.A.
 Major B. Wemp, D.S.O., Witness, Central Veterans Committee, Unaffiliated Veterans.
 Mr. W. S. Dobbs, Witness, Central Veterans Committee, Amputations Association.
 Mr. W. Hubbard, Witness, Central Veterans Committee, Vetcraft Shops.
 Mr. H. McLeod, Witness, Central Veterans Committee, G.A.U.V.
 Mr. E. S. Keeling, Witness, Central Veterans Committee, T.V.A.
 Mr. J. F. Johns, Witness, Central Veterans Committee, Army and Navy Veterans Association.
 Mr. R. Myers, Witness, Central Veterans Committee, Amputations Association.
 Capt. M. Woods, Detroit British G.W.V.A.
 Mr. W. B. Seaton, Pensions Medical Examiner, "D" Unit, D.S.C.R.
 Mr. J. Warwick, Secretary, Ontario Soldiers' Aid Commission, Toronto.
 Mr. R. J. Lennox, Pension Clerk, D.S.C.R.
 Mr. D. W. Megaffin, Officer i/c Employment & Relief, D.S.C.R.
 Mr. N. Burnette, Director of Occupational Therapy and Vocational Guidance, Canadian National Committee for Mental Hygiene.

OTTAWA

- Dr. L. B. Rogers, Asst. Director Medical Division United States Veterans' Bureau, Washington.
 Mr. E. S. Keeling, Representative for T.V.A.
 Mr. V. J. Locke, Representative for T.V.A.
 Mr. Dean Evans, Chief of Training and Rehabilitation Division United States Veterans' Bureau, Washington.
 Mr. R. A. Rigg, Director of Employment Service, Department of Labour, Ottawa.
 Major E. Flexman, Director of Administration, D.S.C.R., Ottawa.
 Mr. Chas. M. Bland, Asst. Sect. and Chief Examiner, Civil Service Commission, Ottawa.
 Mr. N. F. Parkinson, Deputy Minister, D.S.C.R., Ottawa.
 Dr. W. C. Arnold, Director of Medical Service, D.S.C.R., Ottawa.
 Dr. A. T. Bond, Asst. Medical Adviser, B.P.C., Ottawa.
 Major C. B. Topp, D.S.O., M.C., i/c Insurance Division, D.S.C.R., Ottawa.
 Mr. J. White, Insurance Division, D.S.C.R., Ottawa.
 Col. J. L. Biggar, Chairman of the Medical Appeal Board, Ottawa.
 Mr. G. D. Finlayson, Supt. of Insurance, Ottawa.
 Dr. H. A. Rawlings, Asst. Medical Adviser, B.P.C., Ottawa.
 Dr. M. V. Valiquet, Pensions Medical Examiner, "C" Unit, D.S.C.R., Ottawa.
 Dr. C. D. Parfitt, Medical Supt. Calydor Sanatorium, Gravenhurst.
 Dr. J. R. Byers, Ex-Supt. Laurentian Sanatorium, Ste. Agathe des Monts and Medical Adviser to "B" Unit, D.S.C.R., Montreal.

GENERAL REPRESENTATIVES

- Mr. C. G. MacNeil, Secy. Treas. Dominion Veterans Alliance, Secy. Treas. Dominion Command G.W.V.A., General Representative of Ex-service men.
 Mr. E. H. Scammell, Asst. Deputy Minister and Secy., D.S.C.R., Ottawa.
 Mr. J. Paton, Secy. Board of Pension Commissioners, Ottawa.

APPENDIX C

ROYAL COMMISSION ON PENSIONS AND RE-ESTABLISHMENT

QUESTIONNAIRE

Name in full

Present Address

Regimental Number Rank Unit

Pension Number, if any

Length of Service

France months.

England months.

Canada months.

1. What suggestions, if any, have you to improve the present method of applying for pension or medical treatment?

.....

2. What suggestions, if any, have you as to the best method whereby applicants who are not satisfied with a decision as to pension or treatment may appeal therefrom?

.....

3. What provisions (further than those already in force) do you suggest should be made for men who are physically or mentally handicapped?

.....

4. As to other ex-members of the forces, do you know of any re-establishment needs not already provided for? If so, give information as to their nature and extent.

.....

5. How do you suggest the Canteen Funds should be disposed of? (It is understood that there will be available between \$1,500,000 and \$2,000,000).

.....

N.B.—If space provided for answers not sufficient add extra sheet.

This Questionnaire, when completed, should be mailed not later than February 28th, 1923, addressed:—

The Secretary, Post Office Department,
Ottawa.

(No postage is required).

SESSIONAL PAPER No. 203a

STATISTICAL SUMMARY OF ANSWERS TO QUESTIONNAIRES
DISTRIBUTED BY ROYAL COMMISSION ON PENSIONS
AND RE-ESTABLISHMENT TO APRIL 30, 1923

1. SUGGESTIONS RE APPLYING FOR PENSION OR MEDICAL TREATMENT

1. That applicants be represented by their own doctors when being boarded.....	85
2. That a more thorough and sympathetic examination be given.....	245
3. That the opinion of local doctor or doctors be accepted that applicant requires a board..	246
4. That all expenses under No. 3 be paid by the Department..	2
5. That more publicity be given to procedure of method of applying..	73
6. That decisions should be speeded up..	43
7. That men should be able to receive treatment free at home under the care of their own doctors (especially in distant places)..	87
8. That a Committee visit the Hospitals..	3
9. That all soldiers be entitled to free treatment at any time whether for war disability or not..	92
10. That all ex-soldiers be re-boarded, and any findings different to former board be made retroactive..	18
11. That report of a country doctor should not be considered sufficient evidence on which to reduce rate of pension..	5
12. That soldier representatives be appointed in all centres who will deal with all ex-soldiers' interests and communicate them to the proper authorities..	21
13. That B.P.C. doctors be appointed for six months only..	1
14. To extend time limit for applying, from three to six years..	11
15. That all men having reasonable service in C.E.F. who may break down within a period of at least five years after discharge, and who upon medical exam- ination are found T.B. be considered as having a disability due to the above mentioned service. Furthermore that these men be entitled to treatment with P. & A. and all existing provisions of the Pensions Act, and in addi- tion, to such after care as may be provided by the Government (Received from patients in Byron San, London, Ont.)..	161
16. That local representatives of D.S.C.R. be appointed to principal cities in U.S.A.	377
17. That ex-soldiers (British & Canadian) in U.S.A. be allowed to apply through B.G.W.V.A..	5
Blanks..	1,967
Total..	3,442

2. SUGGESTIONS RE APPEALING DECISIONS AS TO PENSION OR TREATMENT

1. That applicants be represented by their own doctors when appeal is being heard.	50
2. That the opinion of one, two or more local doctors should be accepted as giving a correct diagnosis of the case..	219
3. That Provincial Boards of Appeal be set up..	90
4. That a Board of Appeal be held as in England..	6
5. That a man be allowed to appeal his case direct to Head Office and that same be dealt with, without consulting local D.S.C.R. opinion..	52
6. That the evidence of regimental officers or soldier comrades be given more weight in determining the attributability of disabilities to service..	14
7. That a re-examination of an appeal case be heard by a Board unfamiliar with former Board's decision of case..	274
8. That the Appeal Board consist of a committee made up from Veteran Organi- zations..	39
9. That pensions be awarded more equitably..	39
10. That Civic Boards of Appeal be set up to include doctors, ex-service men, clergymen, lawyers, etc..	129
11. That a man be able to appeal to the Royal Commission direct..	10

2. SUGGESTIONS RE APPEALING DECISIONS AS TO PENSION OR TREATMENT—*Concluded*

12. That a more sympathetic attitude be taken by Board of Appeal.	82
13. That a Board of Appeal be appointed to travel and hear appeals in the different municipalities annually.	44
14. That a soldier be allowed to appeal to an appointed Board composed of medical specialists.	381
15. That recommendations of supervisors of S.S.B. with respect to those living in rural districts be considered.	1
16. Appeal by petition.	2
17. That a Supreme Board be set up in U.S.A.	9
18. That ex-soldiers (British and Canadian) in U.S.A. be allowed to appeal through Consul General.	1
Blanks.	2,000
Total.	<u>3,442</u>

3. SUGGESTIONS AS TO FURTHER PROVISIONS FOR PHYSICALLY OF MENTALLY HANDICAPPED

1. That the Government should find positions.	168
2. Larger, or Permanent pensions.	227
3. That all physically or mentally handicapped should be examined or investigated monthly or periodically to establish their claim for pension.	104
4. That special consideration be given in granting relief or loans.	182
5. That the totally disabled become the sole charge of the Government.	79
6. Pensioners not having had vocational training, and now unable to find positions, to be granted vocational training.	48
7. That free treatment be given, no matter what the cause of disability may be, or flat rate of say \$1.50 per day.	403
8. Sheltered employment.	130
9. Clothing allowances for amputation cases.	9
10. In case of death, Government will bear burial expenses of any ex-soldier.	1
11. That the Government makes up the difference in a man's earning power, to his pre-war earnings.	15
12. That all mentally deficient be placed in Institutions and looked after.	60
13. Larger pensions for Imperials resident in Canada.	2
14. That rate on Imperial pension cheques be given publicity when cheques are issued.	4
15. Free Life Insurance.	2
16. Pension be one dollar per one per cent disability and at no time be less than fifty per cent for T.B. cases. (Received from patients in Byron San., London).	161
17. T.B. cases be granted extra allowances to provide for special living conditions required. T.B. suspects be accorded same consideration.	1
18. Same privileges to ex-soldiers (British and Canadian) in U.S.A. as to those in Canada.	3
Blanks.	1,843
Total.	<u>3,442</u>

4. SUGGESTIONS AS TO FURTHER RE-ESTABLISHMENT

1. Insurance—	
1. Extend the time limit.	3
2. For pensioners children.	2
2. Employment—	
1. To be placed in Industries, the Government to supplement their earnings to a living wage.	14
2. That all girls and married women (war widows and nurses excepted) be discharged from Government offices and replaced by ex-soldiers.	5

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4. SUGGESTIONS AS TO FURTHER RE-ESTABLISHMENT—*Concluded*

2. Employment— <i>Concluded</i>	
3. That further efforts be made to secure employment for ex-soldiers.. . . .	130
4. That temporarily employed ex-soldiers in C.S. be made permanent at once.	6
5. Unemployed Insurance for T.B. cases. (Received from patients in Byron San., London, Ont.).. . . .	160
6. Recommend legislation to protect T.B. cases from the possible prejudice of employers. (Received from patients in Byron San., London, Ont.)..
7. That examinations for entrance to C. S. be waived in the case of ex-soldiers.	2
3. Pensions—	
1. That all men who served in the trenches be given a pension.. . . .	36
2. That all men be given a pension who served in the front line for one year.	5
3. That a pensioner deserted by his wife be given the wife's pension for benefit of children.. . . .	3
4. Increased Pensions to widows and children.. . . .	2
5. Equal pensions to all ranks.. . . .	3
6. Pension cheques to ex-soldiers (British and Canadian) in U.S.A. to be payable at par.. . . .	1
4. Treatment—	
1. That men who contracted a disability indirectly attributable to service and unable to earn their living, should receive the same consideration as men with service disabilities.. . . .	12
2. Immediate financial assistance to soldiers discharged from hospital.. . .	9
5. Dental—	
1. That those not having received dental treatment be allowed to go to their local dentist.. . . .	17
6. Land Settlement—	
1. That the regulations allowing transfer of pre-emptions into soldiers grants be continued indefinitely.. . . .	8
2. That soldier settlers land be re-valued.. . . .	16
3. That the 10 per cent cash payment be waived or lowered in the case of experienced farmers.. . . .	13
4. Grant of Land similar to South African Script to all ex-soldiers.. . . .	11
5. That S.S.B. be transferred to Department of Agriculture.. . . .	5
6. Lower interest, or none at all on S.S.B. Land.. . . .	3
7. That time spent in hospitals be counted as residence on land under S.S.B.	1
7. Training—	
1. For ex-Imperial non pre-war residents.. . . .	1
2. Training for minors who have not already received it.. . . .	6
3. Further vocational training.. . . .	74
4. To British and Canadian soldiers in U.S.A.. . . .	361
8. Bonus—	
1. For those who are wounded.. . . .	11
2. Bonus of \$1,000, to all who served in theatre of war.. . . .	8
3. Bonus for all ex-soldiers.. . . .	39
9. Loans—	
1. Housing.. . . .	92
2. That regulations be extended to include all ex-soldiers requiring loans for re-establishment purposes.. . . .	374
10. Relief—	
1. Relief to all in need.. . . .	66
Blanks.. . . .	1,943
Total.. . . .	3,442

5. SUGGESTIONS RE DISPOSAL OF CANTEEN FUNDS

1. To provide for Unemployment Insurance..	7
2. To build workshops or Hospitals..	95
3. That the Canteen Funds go to augument pensions..	17
4. That it should provide the necessary funds to cover cost of making application for treatment or pension..	13
5. Lottery...	77
6. School for blind..	7
7. Home for old soldiers or for those out of work..	208
8. Provide scholarships or endowment for educational purposes..	104
9. Funds to be kept in trust for future needs of ex-soldiers..	74
00. That it be divided evenly among all ex-soldiers..	834
01. To the unfit..	154
02. To the poor soldiers..	59
03. To be proportioned according to length of service and unfitness (dependents of those who died to share in the grant)..	268
04. To help to pay for independent medical opinion, the balance of such expenses to be augmented by Pensions for Soldiers' Organizations..	3
05. That it be divided among those who have not been on pension..	26
06. That it be divided among those originally with the first and second division..	4
07. That it be divided among all men on pension or who have been on pension..	7
08. That it be divided among all soldiers with families (excluding officers and N.C.O's)...	4
09. Among those who voluntarily enlisted and went overseas..	124
10. To be given to voluntary organizations who served during the war such as Salvation Army, Y.M.C.A., Hospitals, Patriotic Fund, etc..	232
11. Widows, Orphans, or parents of deceased soldiers..	150
12. That it should be invested so that it yield a paid up insurance policy to those who served in a theatre of war..	7
13. That it be used for re-establishment loans..	27
14. That it form the nucleus of a housing fund to be supplemented..	37
15. Old Age Pensions..	45
16. Towards paying of national debt..	6
17. That it be used for relief for the unemployed..	32
18. That it be used to purchase land for ex-soldiers..	12
19. That it be invested in a business enterprise and all soldiers who saw service in a theatre of war be given a share..	37
20. That it be used for the burial of soldiers in destitute circumstances..	15
21. McInnis suggestion..	94
22. That it be used to assist relatives to visit the graves of soldiers buried in France.	
23. Committee to be composed of all ranks of ex-soldiers to make decision..	3
24. Miami Command..	18
25. As in England..	9
26. Through Veteran Organizations..	361
27. To maintain an ex-soldiers bureau in U.S.A. to take care of British and Canadian ex-soldiers..	1
28. That it be used for transportation of ex-soldiers to original place of enlistment. Blanks..	1 270
Total..	<hr/> 3,442

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APPENDIX D

HOUSING

Various Provinces and the results follow:—

FEDERAL DEPARTMENT OF HEALTH, CANADA
(Division of Housing, with Hospitalization and Sanitation)

Province	1 Number of Municipalities your Province which could be eligible to participate Housing Act	2 Number of Municipalities your Province which have taken advantage of Housing Act	3 Total number of instalments overdue	4 Total number of borrowers and number of these who are ex-service men	5 Total amount instalments overdue from ex-service men	6 Any information you may have as to number of ex-service men who have applied for housing assistance which has not yet been available for them
British Columbia.....	67	30	Approximately \$15,000	(a) 500 (b) 100%	Approximately \$15,000	Loan not sufficient to meet applications.
Manitoba.....	Not available	22	\$48,000 (This is one Municipality only)	Not available	Not available	Unable to supply additional information at short notice.
New Brunswick	40	15	Nil	(a) 390 (b) not available	Not available	A few applications for loans for which no money is available.
Nova Scotia....	68	10	Approximately \$14,000	(a) 390 (b) 45%	\$7,000	Many applied who were not accepted as eligible by Commission.
Ontario.....	680	77	\$15,866 80	(a) 2459 (b) 20%	Not available	Do not think there is any large number. Had a number direct queries from such men but great majority of these were in municipalities which had not come under provision of either of our Housing Acts and therefore no assistance could be given them.
Prince Edward Island.....	7	1	Nil	(a) 5 (b) None	Nil	No ex-service applicants.
Quebec.....	103	28	Nil	(a) 722 (b) 43	Nil	
Saskatchewan..	87	No application	made for any loans	as of present date.		

APPENDIX E

CANADIAN MILITARY TRUST FUNDS OVERSEAS IN TRUST WITH
FINANCE DEPARTMENT

CANTEEN (MAIN ACCOUNT) ("A")

RECEIPTS

Date	Particulars	Principal	Interest	Total
		\$ cts.	\$ cts.	\$ cts.
April 20, 1918 } to Jan. 30, 1920 }	<i>By O.M.F.V. Trustees—</i> Proportion of Rebates on purchases by Canteens from Navy and Army Canteen Board, being one-fifth of rebate of 10 per cent to units from Jan. 1, 1917, to Dec. 31, 1919 (£45,281.1.5).....	220,367 89		220,367 89
July 8, 1919 } to Oct. 2, 1919 }	On account share of Trading Profits, to Dec. 31, 1918, Navy and Army Canteen Board (£41,503.0.0)....	201,981 26		201,981 26
Jan. 17, 1920.....	On account share of Profits to Dec. 31, 1917, Expeditionary Force Canteen (£106,650.11.11).....	519,032 90		519,032 90
Dec. 14, 1918 } to Jan. 31, 1921 }	Bank Interest on Deposits and Discounts on Treasury Bills (£11,415.6.1).....		55,554 49	55,554 49
		941,382 05	55,554 49	996,936 54

EXPENDITURE

Date	Particulars	Amount
		\$ cts.
Feb. 11, 1919 } to Oct. 9, 1919 }	<i>By O.M.F. of C. Trustees—</i> To Mr. P. B. Barron (Special Investigation Committee for assistance to distressed Canadian soldiers and their dependents (£4,150).....	20,196 66
Nov. 1, 1919.....	To High Commissioner for Canada, London, England, for assistance to distressed Canadian soldiers and their dependents on cases arising after November 1, 1919 (£20,000).....	97,333 34
Mar. 3, 1919 } to July 16, 1920 }	To Secretary Treasurer Petty Cash Disbursements (£5.2.1).....	24 84
	To Canadian Military Athletic Association, for training and other expenses of teams in Empire Competition and Inter-Allied Sports in France (£2,004.10.0)...	9,755 43
April 8, 1921.....	To difference in exchange.....	2
	Balance transferred to Finance Department.....	869,626 25
		996,936 54

RECEIPTS

Date	Particulars	Principal	Interest	Total
		\$ cts.	\$ cts.	\$ cts.
April 8, 1921.....	Balance transferred to Finance Department by O.M.F.C. Trustees.....	814,071 76	55,554 49	869,626 25
June 22, 1921.....	Canadian Share of Naval Trading—Balance of the Funds of the Navy and Army Canteen Board in respect of R.C.N.V.R. (£562.10.0).....	2,737 50		2,737 50
June 27, 1921.....	Deposit by War Office, being interim payment of Profits of Expeditionary Force Canteen (£130,000).....	632,666 67		632,666 67
Mar. 8, 1922.....	Deposited by High Commissioner for Canada, being balance due on Canadian share of Canteen Profits (£99,748.14.5).....	485,443 77		485,443 77
		1,934,919 70	55,554 49	1,990,474 19
June 18, 1924.....	Balance held in trust.....	1,687,928 14	55,554 49	1,743,482 63

NOTE.—The interest due since the account was opened with the Finance Department (April 8, 1921) has not yet been credited.

NOTE.—There is also a credit of £774.12.9 (approximate) held by the High Commissioner for Canada, being Bank Interest on Funds received from O.M.F.C. Trustees. These funds will be expended by High Commissioner under Order-in-Council P.C. 667, April 26, 1924.

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CANADIAN MILITARY TRUST FUNDS OVERSEAS IN TRUST WITH
FINANCE DEPARTMENT—*Concluded.*

CANTEEN (MAIN ACCOUNT) ("A")—*Cont'd*

EXPENDITURE

Date	Particulars	Amount
		\$ cts.
Dec. 14, 1920	<i>By O.M.F.C. Trustees after transfer of funds to Finance Department—</i> To High Commissioner for Canada, London, England, for assistance to distressed Canadian soldiers and their dependents (£10,000)	48,666 66
1921	<i>By Finance Department—</i> Payments under Orders in Council to various Veteran Organizations in Canada or to Trustees therefor— Under authority P.C. 2378, 5.7.21	
July 22	" P.C. 2378, 5.7.21	\$ 20,000 00
August 17	" P.C. 2378, 5.7.21	10,000 00
September 17	" P.C. 2378, 5.7.21	10,000 00
September 30	" P.C. 3519, 21.9.21	8,000 00
October 1	" P.C. 3647, 24.9.21	6,500 00
October 1	" P.C. 3647, 24.9.21	2,000 00
October 1	" P.C. 3519, 21.9.21	4,000 00
October 12	" P.C. 2378, 5.7.21	10,000 00
October 17	" P.C. 3887, 12.10.21	120,000 00
December 3	" P.C. 3519, 21.9.21	8,000 00
December 3	" P.C. 3647, 24.9.21	4,000 00
		\$ 202,500 00
January 30, 1923	Less amount expended (P.C. 3887, 12.10.21)	4,175 10
		\$ 198,324 90
June 18, 1924	<i>Balance held in trust</i>	198,324 90 1,743,482 63
		1,990,474 19

OTTAWA, July 2, 1924.

(Copies of above Orders in Council follow in the Appendix E.)

CANADIAN MILITARY TRUST FUNDS OVERSEAS IN TRUST WITH
FINANCE DEPARTMENT FROM MARCH 30, 1921

CINEMATOGRAPH FUNDS ACCOUNT ("B")

RECEIPTS

Date	Particulars	Principal	Interest	Total
		\$ cts.	\$ cts.	\$ cts.
March 30, 1921	Balance of Accumulated Funds, Principal and Interest, transferred by Trustees O.M.F.C. to Finance De- partment, £10,000 plus interest	48,666 66	2,603 21	51,269 87
June 18, 1924	<i>Balance held in trust</i>	48,666 66	2,603 21	51,269 87

NOTE.—No interest has been credited to this account since funds were transferred to Finance Department.

EXPENDITURE—(Nil)

OTTAWA, ONTARIO, June 30, 1924.

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CANADIAN MILITARY TRUST FUNDS OVERSEAS IN TRUST WITH
FINANCE DEPARTMENT FROM MARCH 24, 1921

REGIMENTAL FUNDS ACCOUNT ("C")

RECEIPTS

Date	Particulars	Principal		Interest		Total	
		\$	cts.	\$	cts.	\$	cts.
1921							
March 24	Cash from Paymaster General, O.M.F.C., (O.M.F.C.) Trustees also deposited with Finance Department at same time \$250,000 (par) Victory Bonds, 1923, bearing 5½ per cent interest and representing investment of \$249,375	40,135	94	16,186	07	56,322	01
March 30	Cash re 1st Tank Battalion	666	23			666	23
April 27	" re Sundry Units	748	37			748	37
May 6	" Interest on Bonds			6,875	00	6,875	00
July 12	" re 58th Battalion	12	60			12	60
October 11	" re 239th Battalion	428	10			428	10
November 15	" Interest on Bonds			6,875	00	6,875	00
December 29	" 11th Reserve Battalion	20	60			20	60
December 29	" 67th Battalion	2	35			2	35
December 29	" 48th Battalion	9	24			9	24
December 29	" Sundry Units	60	92			60	92
1922							
March 22	" General Base Depot	2	95			2	95
April 5	" No. 2 Const. Battalion	385	07			385	07
May 10	" 5th Can. Inf. Band	4	14			4	14
May 10	" 4th Div. Artillery	1	87			1	87
May 9	" Interest on Bonds			6,875	00	6,875	00
May 30	" 4th Battery	16	83			16	83
November 11	" Interest on Bonds			6,875	00	6,875	00
December 29	" 2nd Inf. Brigade	1	33			1	33
December 29	" 2nd C.M.R.	16	09			16	09
1923							
January 30	" Sundry Units	5	50			5	50
May 9	" 102nd Battalion	1,108	14			1,108	14
April 20	" Sundry Units	58	15			58	15
May 14	"	59	86			59	86
May 14	" Interest on Bonds			6,875	00	6,875	00
November 9	"			6,875	00	6,875	00
November 9	" Profit on Investment Victory Bonds maturing Nov. 1, 1923 \$ 250,000 Cost price 249,375 Bonds, par value 250,000 Dominion of Canada Refunding Loan, 1943, cost 245,625	3,750	00	625	00	4,375	00
November 29	Cash Sundry Units	546	68			546	68
1924							
January 9	Cash Sundry Units	381	93			381	93
January 24	"	225	51			225	51
March 18	"	13	68			13	68
March 21	" 1st Tank Battalion	286	26			286	26
		48,948	34	58,061	07	107,009	41
1924							
June 18	Balance cash held in trust	43,808	45	58,061	07	101,869	52
June 18	Bonds, Dominion of Canada Refunding Loan, 1943, held in trust— Purchase price	245,625	00			245,625	00
	Total funds on Bonds at Cost and Cash	289,433	45	58,061	07	347,494	52

NOTE.—No interest has been credited to this account by Finance Department except on Victory Loan Investment.

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CANADIAN MILITARY TRUST FUNDS OVERSEAS IN TRUST WITH
FINANCE DEPARTMENT FROM MARCH 24, 1921—*Concluded*

REGIMENTAL FUNDS ACCOUNT ("C")

EXPENDITURE

Date	Particulars	Amount
		\$ cts.
1921		
August 27.....	Payments to Unit Trustees and payment of Unit Accounts by Trustees, Regimental Funds, O.M.F.C.....	221 49
September 27.....	" " " ".....	12 78
December 2.....	" " " ".....	47 11
1922		
January 14.....	" " " ".....	237 90
April 28.....	" " " ".....	231 98
July 8.....	" " " ".....	120 00
December 27.....	" " " ".....	14 00
1923		
February 26.....	Payments by Letter of Credit cheques to Unit Trustees and Payment of Unit Accounts by Trustees Regimental Funds, O.M.F.C.....	393 50
April 26.....	" " " ".....	1,108 14
July 18.....	" " " ".....	69 19
September 19.....	" " " ".....	4 26
December 27.....	" " " ".....	1,629 66
February 6.....	" " " ".....	251 50
March 17.....	" " " ".....	752 76
April 24.....	" " " ".....	45 62
June 18.....	Balance Cash on Hand.....	101,869 52
		107,009 41

OTTAWA, ONTARIO, June 30, 1924.

COPIES OF ORDERS IN COUNCIL REFERRING TO PAYMENTS TO
VETERAN ORGANIZATIONS

RE GREAT WAR VETERANS' ASSOCIATION

P.C. 2378

CERTIFIED COPY of a Report of the Committee of the Privy Council, approved by His Excellency the Deputy Governor General on the 5th July, 1921

The Committee of the Privy Council have had before them a Report, dated 30th June, 1921, from the President of the Privy Council, stating that the special Committee, appointed by the House of Commons to consider questions relating to the Pensions, Insurance, and Re-establishment of returned soldiers, the report of which was submitted to and approved by the House of Commons on the 26th May, 1921, gave a large amount of consideration to the disposal of the canteen funds amounting to upwards of Two Million Dollars now in the hands of the Receiver-General for Canada or which may hereafter be paid over by the British authorities. Various suggestions were made to the Committee respecting these funds, and the following recommendation was passed:—

" That this matter be referred to the Government, together with the recommendations of the G.W.V.A., Army and Navy Veterans' Association, and G.A.U.V., and that the Government obtain through these organizations an opinion as to the best method of the disposal of these funds ".

A letter has been received from the Secretary Treasurer of the G.W.V.A., a copy of which is submitted herewith, proposing co-operation with the Government along certain lines of activity conforming to provisions made by the

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Government, the receipt and sifting of complaints, and the completing of an organization through the Provincial Commands of the Association for assisting the Federal, Provincial and Municipal authorities, in dealing with the unemployment situation.

While the G.W.V.A. is only one of several ex-soldier organizations operating in Canada, it is the largest and most representative. It maintains a Head Office with branch offices in all Provinces, and with Association Headquarters at upwards of eight hundred centres. The chief executive officers of the Association are in constant touch with the executive officers of the Department of Soldiers' Civil Re-establishment and other Departments, and there has been and is a marked degree of co-operation.

It would appear that a portion of the canteen funds, now in the hands of the Receiver-General, might very properly be allocated to the G.W.V.A., for the purpose of extending the scope and usefulness of that Association, provided that the expenditure of any moneys, which may be allocated to the Association, is properly safeguarded.

The Minister, therefore, recommends as follows:—

1. That the Great War Veterans' Association be authorized to expend such moneys as may be paid to the Association out of the canteen funds, on such activities as may be approved by the Board of Trustees, hereinafter designated.

2. That payment be made to the Great War Veterans' Association of Twenty Thousand Dollars (\$20,000) at once for the month of July, and a further Ten Thousand Dollars (\$10,000) on the first of every succeeding month, during the period this arrangement shall remain in force.

3. That John Barnett, Norman F. Parkinson, Robert B. Maxwell, C. Grant MacNeil, of the City of Ottawa, be appointed Trustees of the moneys payable to The Great War Veterans' Association, with power to supervise the expenditure herein recommended, and to require the production of vouchers and other evidence, as they may consider necessary.

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

(Sgd.) G. G. KEZAR,
Assistant Clerk of the Privy Council.

P.C. 3648

CERTIFIED COPY of a Report of the Committee of the Privy Council, approved by His Excellency the Governor General on the 24th September, 1921.

The Committee of the Privy Council have had before them a Report, dated 16th September, 1921, from the Minister of Militia and Defence, stating that under the terms of P.C. 2378, dated 5th July, 1921, certain payments were authorized to be made to the Great War Veterans' Association out of the Canteen Funds now in the hands of the Receiver General of Canada subject to the terms and conditions in the said report set out.

It is considered advisable to limit the application of the said grant to the Great War Veterans' Association to relief work among the unemployed returned soldiers in Canada and their dependents, and it is also desirable to appoint an additional trustee for the purposes set out in the said report.

The Minister therefore recommends that Order in Council P.C. 2378, dated 5th July, 1921, be amended as follows:—

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1. That in respect of all future payments made to the Great War Veterans' Association the said association shall be bound to apply the same for the benefit of the unemployed returned soldiers in Canada and their dependents.

2. That the monthly payments of Ten Thousand Dollars, (\$10,000) per month mentioned in the said Order in Council shall finally cease with the payment to be made on the First of October next.

3. That J. W. Margeson of the City of Ottawa is hereby appointed a further additional Trustee of the said moneys under the term of the said Order in Council as hereby amended.

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

(Sgd.) ROLDOLPHE BOUDREAU,
Clerk of the Privy Council.

The Honourable The Minister of Militia and Defence.

RE GRAND ARMY UNITED VETERANS

P.C. 3519

CERTIFIED COPY of a Report of the Committee of the Privy Council approved by His Excellency the Governor General on the 21st September, 1921.

The Committee of the Privy Council have had before them a Report, dated 15th September, 1921, from the Minister of Militia and Defence, representing that the Special Committee, appointed by the House of Commons to consider questions relating to the Pensions, Insurance and Re-establishment of Returned Soldiers, the report of which was submitted to and approved by the House of Commons on the 26th May, 1921, gave a large amount of consideration to the disposal of the Canteen Funds amounting to upwards of two million dollars now in the hands of the Receiver General for Canada or which may hereafter be paid over by the British authorities. Various suggestions were made to the Committee respecting these funds, and the following recommendation was passed:—

“That this matter be referred to the Government together with the recommendations of the Great War Veterans' Association, Army and Navy Veterans' Association, and Grand Army of United Veterans and that the Government obtain through these organizations an opinion as to the best method of the disposal of these funds.”

A letter has been received from the Grand Army of United Veterans requesting an allocation from the said Canteen Funds for relief purposes during the unemployment crisis; in which application it is stated:—

“It is the intention of this association to use the money granted by your Government for relief purposes during the unemployment crisis, expressly for veterans with overseas service who contributed to the Canteen Fund, also dependents of those who paid the supreme sacrifice.”

While the Grand Army of United Veterans is only one of several ex-soldier organizations operating in Canada, it maintains a Head Office with branches in the various provinces and the chief executive officers of the association are in close touch with the executive officers of the Department of Soldiers' Civil Re-establishment and other departments of the Government.

It would appear that a portion of the Canteen Funds now in the hands of the Receiver General might very properly be allocated to the Grand Army of United Veterans for the purpose of dealing directly with the unemployment situation among returned soldiers, provided that the expenditure of any moneys that may be allocated to the association is properly safe-guarded.

The Minister therefore recommends:—

1. That there be paid from the said Canteen Funds to the trustees hereinafter named for expenditure by the Grand Army of United Veterans in relief work among unemployed returned soldiers residing in Canada and their dependents during the ensuing autumn months the following amounts, namely,—Eight thousand dollars (\$8,000) forthwith, four thousand dollars (\$4,000) on the first day of October next, four thousand dollars (\$4,000) on the first day of November next, and four thousand dollars (\$4,000) on the first day of December next upon which last mentioned date all payments from the said Canteen Funds shall cease.

2. That the Grand Army of United Veterans is hereby authorized to expend such sums of money or so much thereof as may be necessary to meet the unemployment situation among returned soldiers in Canada and their dependents but all such expenditure shall be subject to the approval of the Board of Trustees hereinafter designated.

3. That J. W. Margeson, John Barnett and Norman F. Parkinson of the city of Ottawa, G. R. McNicol of the city of Hamilton and J. F. Marsh of the city of Toronto be appointed Trustees of the said moneys to be paid from the said Canteen Funds.

4. The said trustees shall have full power to supervise all expenditure recommended herein and to require the production of vouchers and other evidence as they may consider necessary.

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

(Sgd.) RODOLPHE BOUDREAU,
Clerk of the Privy Council.

The Honourable The Minister of Militia and Defence.

P.C. 3762

CERTIFIED COPY of a Report of the Privy Council, approved by His Excellency the Governor General on 3rd October, 1921.

The Committee of the Privy Council have had before them a report, dated 1st October, 1921, from the Minister of Militia and Defence, submitting that by Order in Council of the 21st September, 1921 (P.C. 3519) authority was granted for the payment of certain sums to The Grand Army of United Veterans out of the canteen funds now in the hands of the Receiver General of Canada.

The amounts so paid to The Grand Army of United Veterans being used for certain purposes specified in the said Order in Council of the 21st September, 1921, it is considered that the purpose for which said funds were to be used by The Grand Army of United Veterans as specified in the said Order in Council are somewhat limited in their scope.

The Minister, therefore, recommends that paragraphs 1 and 2 of his recommendation as approved by Your Excellency in Council on the 21st September, 1921, be repealed and the following substituted therefor:—

SESSIONAL PAPER No. 203a

1. That The Grand Army of United Veterans be authorized to expend such moneys as may be paid to it out of the canteen funds on such services as may be approved by the Board of Trustees appointed by Your Excellency in Council under the said Order in Council of the 21st of September, 1921, P.C. 3519.

2. That payments be made from the said canteen funds to The Grand Army of United Veterans in the following amounts, namely:

Eight thousand dollars (\$8,000) forthwith; four thousand dollars (\$4,000) on the first day of October, 1921 and four thousand dollars (\$4,000) on the first day of each succeeding month during the period this arrangement shall remain in force.

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

(Sgd.) RUDOLPHE BOUDREAU,
Clerk of the Privy Council.

The Honourable The Minister of Militia and Defence.

Re ARMY AND NAVY VETERANS IN CANADA

P.C. 3647

CERTIFIED COPY of a Report of the Committee of the Privy Council, approved by His Excellency the Governor General on the 24th September, 1921.

The Committee of the Privy Council have had before them a Report, dated September 23, 1921, from the Minister of Militia and Defence, stating that the Special Committee, appointed by the House of Commons to consider questions relating to the Pensions, Insurance and Re-establishment of Returned Soldiers, the report of which was submitted to and approved by the House of Commons on the 26th May, 1921, gave a large amount of consideration to the disposal of the Canteen Funds amounting to upwards of Two Million Dollars now in the hands of the Receiver General for Canada or which may hereafter be paid over by the British Authorities. Various suggestions were made to the Committee respecting these Funds, and the following recommendation was passed:—

“That this matter be referred to the Government together with the recommendations of the Great War Veterans Association, Army and Navy Veterans Association, and Grand Army of United Veterans and that the Government obtain through these organizations an opinion as to the best method of the disposal of these Funds.”

A letter has been received from the Army and Navy Veterans in Canada requesting an allocation from the said Canteen Funds for relief purposes during the unemployment crisis.

While the Army and Navy Veterans in Canada is only one of several ex-soldier organizations operating in Canada, it maintains a Head Office with branches in the various provinces and the Chief Executive Officers of the Association are in close touch with the Executive Officers of the Department of Soldiers' Civil Re-establishment and other Departments of the Government.

It would appear that a portion of the Canteen Funds now in the hands of the Receiver General might very properly be allocated to the Army and Navy Veterans in Canada for the purpose of dealing directly with the unemployment situation among returned soldiers, provided that the expenditure of any moneys that may be allocated to the Association is properly safeguarded.

The Minister therefore recommends:—

1. That there be paid from the said Canteen Funds to the Trustees hereinafter named for expenditure by the Army and Navy Veterans in Canada in relief work among unemployed returned soldiers residing in Canada and their dependents during the ensuing autumn months and the following amount, namely, Twelve Thousand Five Hundred Dollars (\$12,500) payable as follows: Six Thousand Five Hundred Dollars (\$6,500) cash and Two Thousand Dollars, (\$2,000) per month for the next three months at which time all payments from the said Canteen Funds shall cease.

2. That the Army and Navy Veterans in Canada is hereby authorized to expend such sums of money or so much thereof as may be necessary to meet the unemployment situation among returned soldiers in Canada and their dependents, but all such expenditure shall be subject to the approval of the Board of Trustees hereinafter designated.

3. That J. W. Margeson, John Barnett, and Norman F. Parkinson, of the city of Ottawa, Sir Hugh John MacDonald, of the city of Winnipeg, and Major Fawcett G. Taylor, of the city of Winnipeg, be appointed Trustees of the said moneys to be paid from the said Canteen Funds.

4. The said Trustees shall have full power to supervise all expenditure recommended herein and to require the production of vouchers and other evidence as they may consider necessary.

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

(Sgd.) RUDOLPHE BOUDREAU,
Clerk of the Privy Council.

The Honourable The Minister of Militia and Defence.

P. C. 3761

CERTIFIED COPY of a Report of the Committee of the Privy Council, approved by His Excellency the Governor General on the 3rd October, 1921.

The Committee of the Privy Council have had before them a report, dated October 1, 1921, from the Minister of Militia and Defence, submitting that by Order in Council of the 24th September, 1921 (P.C. 3647) authority was granted for the payment of certain sums to the Army and Navy Veterans in Canada out of the canteen funds now in the hands of the Receiver General of Canada.

The amounts so paid to the Army and Navy Veterans in Canada being used for certain purposes specified in the said Order in Council of the 24th September, 1921, it is considered that the purpose for which said funds were to be used by the Army and Navy Veterans in Canada as specified in the said Order in Council are somewhat limited in their scope.

The Minister, therefore, recommends that paragraphs 1 and 2 of his recommendations as approved by Your Excellency in Council on the 24th September, 1921, be repealed and the following substituted therefor:—

1. That the Army and Navy Veterans in Canada be authorized to expend such moneys as may be paid to it out of the canteen funds on such services as may be approved by the Board of Trustees appointed by Your Excellency in Council under the said Order in Council of the 24th of September, 1921, (P.C. 3647).

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2. That payments be made from the said canteen funds to the Army and Navy Veterans in Canada in the following amounts, namely:—

Six Thousand Five Hundred Dollars (\$6,500) cash, and Two Thousand Dollars (\$2,000) per month on the 1st day of each month for so long as this arrangement shall remain in force.

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

(Sgd.) RODOLPHE BOUDREAU,
Clerk of the Privy Council.

Re VARIOUS ORGANIZATIONS

P. C. 3887

CERTIFIED COPY of a Report of the Committee of the Privy Council, approved by His Excellency the Governor General on the 12th October, 1921.

The Committee of the Privy Council have had before them the recommendations of the Special Committee appointed by the House of Commons to consider questions relating to the Pensions, Insurance and Re-establishment of Returned Soldiers, the report of which was submitted to and approved by the House of Commons on the 26th May, 1921; which report gave a large amount of consideration to the disposal of Canteen Funds amounting to upwards of \$1,800,000 in the hands of the Receiver-General for Canada, or which may hereafter be paid over by the British authorities. Various suggestions were made to the Committee respecting these funds, and the following recommendation was passed:—

“That this matter be referred to the Government together with the recommendations of the Great War Veterans' Association, and The Grand Army of United Veterans, and that Government obtain through these organizations an opinion as to the best method of the disposal of these funds.”

The Minister of Militia and Defence has requested the several organizations mentioned to submit the recommendation thus solicited. In response, advice has been given that arrangements are under way to ascertain the consensus of opinion among Canadian ex-service men generally. There is general agreement that the main fund be held intact and its final disposition determined by Act of Parliament, following the reference stipulated.

Urgent requests have been received, however, for further small allocations from the said Canteen Funds for immediate requirements, relating to the welfare of ex-service men, and arising largely from the danger of wide-spread unemployment. In view of the fact that the needs so described demand immediate attention, it would appear that a portion of the interest accruing on the Canteen Funds might very properly be allocated for the purpose of dealing with such problems among ex-service men, provided that the principal sum be kept intact, and further provided that the expenditure of such moneys be properly safeguarded.

In view of such urgent requests and of the unemployment of ex-service men the whole question was referred to a Sub-committee of Council consisting of the Ministers of the Department of the Interior, Labour, Finance and Railways and Canals, and such Committee recommend:—

1. That there be paid from the interest accruing on the said Canteen Funds to the Trustees, hereinafter named, the sum of one hundred and twenty thousand dollars.

2. That the said Trustees be authorized to award from the sum so allocated reasonable amounts among organizations of ex-service men capable of demonstrating ability to efficiently conduct the activities, hereinafter set forth.

3. That all awards from the said Trust Fund be devoted expressly for the purpose of General Information and Service Work, Relief Work in Special Cases, Organization enabling effective co-operation with National, Provincial and Municipal interests to cope with unemployment conditions among ex-service men and dependents and such organization development and maintenance, as may be required for the welfare of ex-service men and dependents.

4. That all such expenditures be submitted for the approval of the Board of Trustees, hereinafter designated.

5. That J. W. Margeson, Thomas O. Cox, and W. C. Arnold, of the city of Ottawa, be appointed Trustees of the said moneys to be paid from the said Canteen Funds.

6. The said Trustees shall have full power to supervise all expenditure, recommended herein, and to require the production of vouchers and other receipts as they may consider necessary.

7. That no further payments be made under any prior orders to the Great War Veterans' Association.

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

(Sgd.) RODOLPHE BOUDREAU,
Clerk of the Privy Council.

PLEBISCITE ON CANTEEN FUNDS DISPOSAL

ADDITIONAL SUGGESTIONS RECEIVED

The Canteen Funds Disposal Committee (appointed under P.C. 4122 of November 3, 1921), in its Report of March 15, 1922, says:—

"ADDITIONAL SUGGESTIONS

"13. Attached hereto, marked schedule 'B' is an analysis of the suggestions received, after the issue of the ballot cards, apart from the lottery and cash distribution schemes. There were a number of additional suggestions which could not be taken seriously."

Schedule "B" of the Report is as follows:—

- "1. Add enough to fund to pay \$1 to men for service in France.
- "2. Community land settlement, depot system.
- "3. Distribution amongst widows not receiving pension.
- "4. Provision of suitable permanent employment for every disabled man.
- "5. Publication of war memorial volume to be presented to each veteran.
- "6. Investment, and the interest to be available for loan for building homes for veterans.
- "7. Veterans Trust Company. Featuring housing scheme for returned soldier and special rates of interest on savings deposits.
- "8. Any productive manufacturing or agricultural enterprise.

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- "9. Distribute as cash bonus to men at present in receipt of pension.
- "10. To be used to increase present pension.
- "11. Cash distribution to save further argument.
- "12. Old age pensions for veterans.
- "13. For re-establishment of veterans in industry.
- "14. Distribution according to length of service in the line.
- "15. Distribution to 100 per cent disabled cases.
- "16. To open up a gold mine, 1 share of stock for each year's service in France.
- "17. Houses for men incapable of self-support.
- "18. More cash bonuses.
- "19. Provision for veterans still in hospital.
- "20. Officers to be excluded in any case.
- "21. Establishment of home for old soldiers.
- "22. Proportional division by Provinces for home building.
- "23. Out of employment insurance veterans.
- "24. Speculation. Purchase of land to be held for ten years.
- "25. To provide better allowances for widows and dependent mothers.
- "26. Widowed mothers to receive arrears in pension from time son killed until time pension began.
- "27. Scholarships after Rhodes methods.
- "28. Old age pension at 65.
- "29. \$2,000 per man as far as it will go.
- "30. Defray surgical expense in respect of veterans' dependents.
- "31. Establishment of orphans' home.
- "32. Help homesteaders five miles or more from towns.
- "33. Free hospital treatment veterans and dependents.
- "34. Co-operative stores in each city.
- "35. To provide Christian burials for veterans' wives.
- "36. To be distributed amongst men of 1st and 2nd Divisions.
- "37. To build a monument at Vimy.
- "38. To provide facilities for disabled men to learn trades.
- "39. Divide among districts according to enlistments and let local committee in each district deal with it.
- "40. Allotment of proportion to B.G.W.A. to be held in trust for veterans domiciled in U.S.A.
- "41. Establishing old soldiers' homes and homes for disabled throughout Canada.
- "42. Money to be invested and interest drawn for by lottery half yearly.
- "43. For exploration purposes Province of British Columbia.
- "44. Construction and operation of theatre in Montreal.
- "45. Thorp's suggestion to provide work for 500 men and 150 women.
- "46. To provide treatment for men discharged A.1 and who subsequently became tuberculous.
- "47. Funds to be available as loans to veterans to commence business.

APPENDIX F

RE CANTEN FUNDS

STATISTICS ON WHICH PROVINCIAL ALLOTMENTS ARE BASED

Province	Total C.E.F. enlistments	Per cent	Discharges from 11-11-18 to 31-10-19	Per cent	Total of Disability and Death pensions as of 31-3-24	Per cent
Ontario, M.D. No. 1.....			15,422			
M.D. No. 2.....			73,817			
M.D. No. 3.....	245,677	41.600	22,423	42,849	20,305	40.474
Quebec, M.D. No. 4.....			33,420			
M.D. No. 5.....	82,793	14,019	5,075	14,773	4,697	9.362
New Brunswick, M.D. No. 7.....	25,864	4.379	11,802	4,530	1,856	3,700
Nova Scotia and Prince Edward Island, M.D. No. 6.....	33,342	5,646	25,787	9,899	3,182	6,343
Manitoba, M.D. No. 10.....	66,319	11,230	26,314	10,097	5,404	10,780
Alberta, M.D. No. 13.....	45,146	7,644	14,585	5,597	4,413	8,796
Saskatchewan, M.D. No. 12.....	37,666	6,378	11,253	4,311	3,379	6,735
British Columbia and Yukon, M.D. No. 11.....	53,765	9,104	20,702	7,944	6,928	13,810
	590,572	100,000	260,600	100,000	50,168	100,000

APPENDIX G

*(Copy)*Great Seal of
Canada(Sgd.) L. H. DAVIES,
Deputy Governor General.

CANADA

GEORGE THE FIFTH, by the Grace of God of the United Kingdom of Great Britain and Ireland and of the British Dominions beyond the Seas KING, Defender of the Faith, Emperor of India.

To all whom these presents shall come, or whom the same may in anywise concern.

GREETING:

Whereas in and by an Order of our Governor General in Council bearing date the twenty-second day of July in the year of our Lord one thousand nine hundred and twenty two provision has been made for an investigation with respect to certain matters therein mentioned by our Commissioners therein and herein-after named as upon reference to the said Order in Council, a copy of which is hereto annexed, will more fully and at large appear. The matters to be so investigated are set out in complaints made by certain officials of the Great War Veterans Association as contained in a telegram reported in the press as follows: "Following recent disclosures surrounding Parliamentary inquiry we openly charge Pensions Board with contemptible and cold-blooded conspiracy to deprive ex-service men of rights previously granted by Parliament. There has been deliberate concealment, secret regulations pensions and insurance in

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direct violation intention of Parliament and deliberate attempt to disguise facts before present Parliamentary Committee. This is culmination unsympathetic policy of increasing severity during recent months. Chairman Committee has consented to re-open question impressed by generally expressed indignation. This plot challenges basic rights ex-service men, nullifies in principle established privileges and frustrates further re-establishment effort required." In addition to the matters alleged in the said telegram the Commissioners are hereby authorized to deal also with the following matters namely:—

1. To consider and make suggestions in respect to the procedure by which disabled ex-members of the Canadian Expeditionary Force are enabled to make application for pensions and medical treatment, or submit an appeal in respect of decisions thereon.

2. To recommend means for ensuring that suitable provision is made for those ex-members of the forces and dependents who are under serious handicaps by reason of war services, in conformity with the recommendations now made, and for whom definite, legislative provision has not yet been made. For the above purposes the commission shall, 1° Survey existing re-establishment needs among Canadian ex-service men and dependents. 2° Investigate available data in respect of phases of the Parliamentary inquiry as yet incomplete. 3° Obtain information as regards suitable provision for those classes of ex-service men described in Section 7, Chapter 2 of the Committee's report. 4° Investigate the question of Canteen funds.

Now know ye, that by and with the advice of Our Privy Council for Canada, We do by these presents nominate constitute and appoint James Layton Ralston, of the City of Halifax in the Province of Nova Scotia, Esquire, one of Our Council learned in the law, Walter McKeown, of the City of Toronto, in the Province of Ontario, Esquire, Doctor of Medicine and Arthur Edouard Dubuc, of the City of Montreal, in the Province of Quebec, Esquire, Engineer, to be Our Commissioners to conduct such enquiry. To have, hold exercise and enjoy the said office, place and trust unto the said James Layton Ralston, Walter McKeown and Arthur Edouard Dubuc, together with the rights, powers, privileges and emoluments unto the said office, place and trust of right and by law appertaining, during pleasure.

And we do hereby appoint the said James Layton Ralston to be Chairman of Our said Commission.

And we do hereby, under the authority of the Revised Statute respecting inquiries concerning public matters, confer upon Our said Commissioners, the power of summoning before them any witnesses and of requiring them to give evidence on oath, or on solemn affirmation if they are persons entitled to affirm in civil matters, and orally or in writing, and to produce such documents and things as Our said Commissioner shall deem requisite to the full investigation of the matters into which they are hereby appointed to examine.

And Our said Commissioners are hereby authorized to engage the services of such accountants, engineers, technical advisers or other experts, clerks, reporters and assistants as they may deem necessary or advisable, and the services of Counsel to aid and assist in either or both of the said inquiries and Our Commissioners are hereby clothed with all the other powers specified in Chapter 28, 2 George V. And We do hereby require and direct Our said Commissioners to report to Our Governor General in Council the result of their investigation together with the evidence taken before them and any opinion they may see fit to express thereon, and any recommendation or recommendations they may think it advisable to make.

In testimony whereof We have caused these Our Letters to be made Patent and the Great Seal of Canada to be hereunto affixed.

Witness, Our Right Trusty and Well-beloved Counsellor The Right Honourable Sir Louis Henry Davies, one of Our Most Honourable Privy Council, Knight Commander of Our Most Distinguished Order of Saint Michael and Saint George, Chief Justice of Canada and Deputy of Our Right Trusty and Well-beloved Julian Hedworth George Baron Byng of Vimy, General on the Retired List and in the Reserve of Officers of Our Army, Knight Grand Cross of Our Most Honourable Order of the Bath, Knight Grand Cross of Our Most distinguished Order of Saint Michael and Saint George, Member of our Royal Victorian Order, Governor General and Commander-in-Chief of Our Dominion of Canada.

At Our Government House in Our City of Ottawa, this twenty-second day of July, in the year of Our Lord one thousand nine hundred and twenty-two and in the thirteenth year of Our Reign.

By Command,

(Sgd.) P. PELLETIER,
Acting Under-Secretary of State

APPENDIX H

LIST OF DOCUMENTS FILED WITH COMMISSION DURING THE SECOND PART OF INQUIRY

<i>Subject</i>	<i>Particulars of documents</i>
Treatment and Allowance pending Headquarters decision.	Letter from Secretary-Treasurer Pouce Coupe Branch, G.W.-V.A. to Provincial Secretary-Treasurer, G.W.V.A., Vancouver, dated January 29, 1923. Letter from Assistant Deputy Minister, D.S.C.R. to Chairman, Royal Commission, dated January 24, 1924.
Conflict between Pensions Treatment Decisions.	Memorandum showing method by which the actual cost of treatment in Hospitals can be ascertained.
Appeals.	Statistics and outline of procedure of the Board of Appeals on Pensions and Re-establishment, dated January 25, 1923. Letter from Secretary, B.P.C. to Chairman, Royal Commission, giving certain details of cases dealt with by Board of Appeal, dated April 26, 1923. Copy of regulations and general orders issued by the U.S. Veterans' Bureau dealing with organization and duties of Boards of Appeal. Memorandum to the Minister, D.S.C.R., from the Chairman of Board of Appeals dated December 7, 1923, and reply thereto. Copy of a type case presented for appeal with supporting documents. Memorandum to Special Committee of the Senate on Bills 203, 204 and 205 prepared by Deputy Minister D.S.C.R.
Sheltered Employment.	Balance sheet Red Cross Work Shops, Vancouver. Outline of principles for provision of sheltered employment. Statistics furnished by D. Unit, Vetract shops. Recommendation submitted by Central Veterans' Committee, Vancouver, re handicapped cases. Memorandum re operation of Red Cross work shops. Copy of Agreement between B.C. Provincial Division Canadian Red Cross and D.S.C.R. made August, 1922. Memorandum re B.C. Red Cross work shops. Memorandum re re-establishment and sheltered employment for ex-service men prepared by Prof. F. H. Sexton, Halifax.

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LIST OF DOCUMENTS FILED WITH COMMISSION DURING THE
SECOND PART OF INQUIRY—*Continued*

<i>Subject</i>	<i>Particulars of documents</i>
Pensions in other Countries.	Extracts from French Military Pension Act dated November 15, 1917, with all Amendments to said Act from 1803.
Mental cases and Neuros- thenics.	Monthly return Neuropsychiatric service, Westminster Hos- pital, for the month ending March 31, 1923.
Syphilities.	Letter from Dr. R. G. Armour dated April 26, 1923.
Tuberculosis.	Summary of medical classifications and percentage of readmis- sions prepared by Tuberculous Veterans' Association, Moun- tain Sanatorium Branch. Memorandum re housing scheme at Kamloops submitted by T.V.A., Tranquille, B.C. Letter dated February 15, 1923, from Dr. A. F. Miller, Kent- ville Sanatorium, to Deputy Minister, D.S.C.R. Suggestions received from T.V.A., Manitoba Branch, and pre- sented during Sessions at Winnipeg. Memorandum submitted by T.V.A., Tranquille, B.C. Memorandum submitted by T.V.A., Calgary Branch, dated March 24, 1923. Report of the Committee of T.B. Specialists on attributability dated March, 1922. Further memorandum re pensions submitted by Tranquille Branch, T.V.A. Memorandum re model village for T.B. ex-soldiers at Kamloops, B.C. Letter from Assistant Deputy Minister, D.S.C.R., to Chairman, Royal Commission, dated May 15, 1923, furnishing statistics re aggravation in cases of T.B. Statement as to readmission cases, Mowat Sanatorium. Summary of civilian patients on strength of D.S.C.R. as at May 12, 1923. Memorandum re T.B. statistics from Secretary, B.P.C. Letter from Deputy Minister, D.S.C.R., to Chairman, Royal Commission, re T.B. amongst ex-members of the C.E.F., dated May 29, 1923. Documents submitted by Montreal Branch Patriotic Fund as to T.B. situation in Great Britain. Memorandum from Dr. C. D. Parfitt to Director Medical Services, D.S.C.R., on readmissions to Sanatorium. Memorandum from Secretary, B.P.C., to Chairman, Royal Commission, giving estimate of costs for increased pension to the T.B.
Old Age Pensions.	Memorandum from Deputy Minister to Commission outlining scheme for old age pensions. Letter from J. H. Walsh to Capt. McKenzie, Vancouver, out- lining a proposed scheme. Memorandum from Medical Examiner, B Unit, Halifax, to Chairman, illustrating type of case which would benefit by old age pensions.
Home Industries.	Memorandum submitted by Miss G. Helen Mowat, St. Andrews, N.B., as to what can be accomplished by home industries.
Amputations.	Letter from Director of Administration, D.S.C.R., Ottawa, to the Commission re issue of orthopaedic boots, dated January 29, 1924. Statement submitted by Major W. A. Burgess re amputation statistics. Memorandum on artificial limbs by witness at Calgary. Information and statistics supplied by Amputations' Associ- ation, Calgary Branch. Memorandum as to amputation cases in Nova Scotia. Report of special Departmental Representative in England relative to artificial limbs. Copy of P.C. 3342. Brief submitted on behalf of the Amputation's Association of the Great War and the Sir Arthur Pearson Club of Blinded Soldiers and Sailors before Commission at Toronto.

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LIST OF DOCUMENTS FILED WITH COMMISSION DURING THE SECOND PART OF INQUIRY—*Continued*

<i>Subject</i>	<i>Particulars of documents</i>
Loans.	Statement of loans made in J. Unit, D.S.C.R., Vancouver.
Vocational Training.	Report on vocational training in Great Britain. Memorandum on vocational training submitted by F. H. Riehes, dated March 19, 1923.
Unemployment Insurance.	Report in re rehabilitation of partially disabled ex-service men prepared by H. W. Nichol, Toronto. Analysis of the problem of the employment of the partially disabled ex-service man presented by Dr. Albert H. Abbott, Toronto.
Relief.	Type cases dealt with by Canadian Patriotic Fund, Halifax Branch. Statement as to relief administered by Ex-Service Men's Centralized Aid Association, Toronto.
Amendments and Rulings re Pension Act.	Memorandum on permanent pensions from the Director of Medical Services to Dr. R. J. Kee, dated April 10, 1923. Statement as to number of pensioners in Nova Scotia and Prince Edward Island. Statement as to disability pensioners in Nova Scotia and Prince Edward Island. Statement as to approximate number men who volunteered for service and were called up under Military Service Act in Nova Scotia and Prince Edward Island. Statement as to disability cases in Province of New Brunswick. Report from Select Committee of the House of Commons on pensions (Great Britain). Statement as to number of pensioners on strength of A unit, D.S.C.R., Montreal.
Section 25 (3).	Memorandum dated April 9, 1923, from Secretary, B.P.C.
Section 33 (1).	Memorandum from Secretary, B.P.C., to Chairman, Royal Commission, dated May 12, 1924. Letter from Secretary, B.P.C., to Hume Cronyn, Chairman, Parliamentary Committee on pensions, dated May 16, 1921.
Section 40.	Statistics as to cases dealt with under this section.
Desertions.	Letter from Secretary, B.P.C., to Secretary, Royal Commission, dated May 28, 1923.
Dependents.	Correspondence on a type case (No. 408090, J. Gorman, Toronto). Statement and statistics submitted by the President, Widows, Wives and Mothers of Great Britain's Heroes Association. Statement as to dependents' pension paid in Edmonton district. List of dependent pensioners in B. Unit, Halifax. Memorandum submitted by President, Widows, Wives and Mothers of Great Britain's Heroes Association, dated February, 27 1923.
Table of Disabilities.	Copy, routine instruction No. 216 issued by Secretary, B.P.C. Table for estimating incapacity in pulmonary T.B. Table showing comparison of percentages for disabilities of Canadian, English, French and United States systems. Memorandum re Table of Disabilities from Secretary, B.P.C., to Chairman, Royal Commission, dated April 25, 1923. Instructions and Table of Disabilities as prepared by the Board of Pension Commissioners dated February, 1921. Table of Disabilities as prepared by the United States Veterans' Bureau.
Section 33 (2).	Memorandum from Secretary, B.P.C., to Secretary, Royal Commission, dated February 7, 1924.
Vicious and Immoral Conduct.	Statement prepared by Chairman, B.P.C., as to disability due to misconduct, dated March 4, 1922. Forfeiture of pension for misconduct, Imperial regulations. Type cases submitted by Soldiers' Aid Commission, Ontario, re discontinuance of widows pension on grounds of misconduct.

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LIST OF DOCUMENTS FILED WITH COMMISSION DURING THE SECOND PART OF INQUIRY—*Continued*

<i>Subject</i>	<i>Particulars of document</i>
Children.	Memorandum re orphan and fatherless children prepared by C. L. Tucker, Regina. Letter from Superintendent in charge of Neglected and Delinquent Children of the Attorney General's Department, Province of Nova Scotia, to Chairman, dated January, 1923. Type cases to illustrate procedure, submitted by Halifax Unit Office. Type cases submitted by Soldiers' Aid Commission of Ontario as to procedure. Memorandum as to children's pension presented by witness at Toronto session.
Protection of Women and Children.	Memorandum submitted by Miss Mary A. Burke, Secretary of the Society for the Protection of Women and Children.
Prisoners' Welfare.	Memorandum submitted by the General Secretary of the Family Welfare Association of Montreal. Memorandum submitted by the Honorary Secretary, Canadian Prisoners' Welfare Association.
Imperials.	Statement as to pay of an officer in the R.A.M.C., and also C.A.M.C. Copy of R.A.M.C. contract. Documents in connection with claim for war service gratuity of ex-members of the Mercantile Marine who served under Agreement T124. War office regulations covering agreement T124.
Soldiers' Settlement.	Memorandum and statistics re implement price list, International Harvester Company, Limited, supplied by J. H. Martinson, witness at Winnipeg. Memorandum and statistics re live stock and grain markets supplied by J. H. Martinson. Memorandum re lumber price list supplied by J. H. Martinson. Replies received to circular letter sent by J. H. Martinson to Bank Managers, Loan Companies, etc., re soldier settlement land values. Copies of questionnaires sent to residents of rural districts in Manitoba, with replies. Memorandum from E. N. Johnston, District Superintendent, Soldier Settlement Board, Regina, dated April 19, 1923, re Dominion lands. Summary of individual cases mentioned by Capt. J. C. Brown, witness at Vancouver. Report of Committee on Farming on Small Holdings in British Columbia. Memorandum on various aspects of soldier settlement submitted by J. H. Martinson, dated March 12, 1923. Memorandum from J. W. Berry, dated 28/4/21, re subject of Small Holdings. Memorandum on subject of Land Settlement prepared by Capt. J. C. Brown. Memorandum from Soldier settlers on Nicomen Island, B.C. Memorandum submitted by W. A. Irwin, dated Edmonton, February 19, 1923. Memorandum submitted by W. A. Irwin, dated Edmonton, February 28, 1923. Copy of Address given by Major E. J. Ashton, D.S.O., Commissioner, Soldier Settlement Board, Ottawa, to the Canadian Club at a luncheon at the Cecil Hotel, London. Memorandum from Chairman, Soldier Settlement Board re Land Settlement matters. Memorandum from Col. N. W. Belson, Kelowna, B.C., on subject of Small Holdings.

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<i>Subject</i>	<i>Particulars of document</i>
Housing.	Report dealing with the Housing problem by Dr. Charles J. Hastings, dated July, 1918. Annual Report of the Winnipeg Housing Commission for the year 1922. Memorandum re housing submitted by Mr. H. H. Currie, Vancouver. Suggested Housing Scheme from G. Holloway, Humber Bay, Ontario. Various resolutions on Housing submitted by Mr. W. A. Irwin at Calgary Session.
Free Treatment.	Statement as to procedure by Dr. S. R. D. Hewitt, Unit Medical Director, D. Unit, D.S.C.R., dated May 29, 1923. Statement of patients on treatment, D. Unit, D.S.C.R., compassionate grounds as from July, 1921, to April 15, 1923.
Employment and Relief.	Memorandum from W. J. Burnett to W. W. Parry, Toronto, under date of April 18, 1923, re unemployment of ex-service men. Copy of P.C. 2944. Memorandum from the Minister of Labour, Province of British Columbia, to Employers of Labour in British Columbia, dated February 1, 1923. Statement outlining the National Scheme for the employment on a percentage basis of disabled ex-service men in Great Britain. Statement as to employment ex-service men in a Civil Service in G Unit, D.S.C.R., Winnipeg. Copy of the <i>Labour Gazette</i> for the month of February, 1923. Memorandum submitted by C. W. Belton dated March 19, 1919, on the unskilled labour market. Extract from Civil Service Act as amended June 4, 1921. Statement showing number of ex-service men placed through the Civil Service Commission during the year 1922.
Royal North West Mounted Police.	Memorandum re claims for Veterans' scrip submitted by R.N.W.M.P. Veterans' Association, February 23, 1923. Memorandum re increase of pensions to qualified Veterans submitted by R.N.W.M.P. Veterans' Association, dated February 23, 1923. Copy of B.C. Veterans' Weekly, dated December 2, 1920.
Burials.	Copy of Year Book of the G.W.V.A., Saskatchewan Commission, 1922-23. Collection of forms used by Last Post Fund of Canada. Pamphlet outlining activities of Last Post Fund of Canada. Copy of general instructions to officers of the Last Post Fund of Canada. Memorial submitted by H. C. Cornish, Toronto, dated April 13, 1923, re burials of dependents.
Insurance.	Method of procedure of Insurance for District and Sub-district offices prepared by the Insurance Division, U.S. Veterans' Bureau, Washington, dated February, 1923. Copy of the War Risk Insurance Act with Amendments prior to September 1, 1921. Returned Soldiers' Insurance Act statement of activities up to April 24, 1923. Memorandum submitted by E. Browne Wilkinson at Winnipeg on subject of Insurance. Resolution of the T.V.A., Victoria, B.C., dated April 16, 1923. Resolution re Insurance, from General Mercer Branch, G.W.V.A., Toronto.

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Homesteads and Dominion Land Registration.	<p>Dominion Lands Hand-book edition of 1919. Dominion Lands Hand-book edition of April 3, 1920. Dominion Lands Hand-book edition of May 11, 1921. Resolution of Homesteaders who lost their land on account of war service submitted by E. A. Sands, Chiliwack, B.C., dated February 12, 1923. Memorial re Soldier Settlers at Camp Lister and Courtney Settlement, B.C.</p>
Refund of Passage Money and Repatriation.	<p>Memorandum prepared by witness at Winnipeg. Copy of Order-in-Council P.C. 179 of January 29, 1919. Copy of P.C. 2390, November 29, 1919. Copy of P.C. 845, April 22, 1920. Copy of P.C. 632, March 21, 1919. Copy of P.C. 1798, August 5, 1920. Copy of P.C. 122 of January 10, 1920. Copy of P.C. 3932, November 11, 1921. Copy of P.C. 4385, November 15, 1921. Copy of P.C. 186, January 31, 1923. Copy of P.C. 1757, September 7, 1922. Copy of P.C. 437, March 17, 1923.</p>
War Service Gratuity.	<p>Copy of P.C. 157, January 26, 1923. Copy of P.C. 17, January 9, 1924. Copy of P.C. 18, January 9, 1924. Copy of Naval Agreement T124. Copies of correspondence between Secretary, Imperial Veterans' of Canada and various Departments re eligibility of ex-members of the Mercantile Marine to receive War Service Gratuity. Copy of P.C. 3165 of December 21, 1918. Statement re War Service Gratuity to deserted wives. Copy of P.C. 3145 of December 22, 1920. Copy of War Pensions Act 1921 (11 and 12 Geo. 5, ch. 49) Sections 1 to 10.</p>
Canteen Funds.	<p>Letter from Dominion Secretary, Imperial Veterans' in Canada, dated March 27, 1923. Resolution from Central Toronto Branch, G.W.V.A., dated April 16, 1923. Letter from Deputy Minister, D.S.C.R., outlining Scheme for use of these funds for provision of educational facilities. Memorandum from E. Browne Wilkinson, Winnipeg, as to disposal of funds. Memorandum from P.C. McInnis re disposal of funds. Resolution from Langley Command, G.V.W.A., as to disposal of funds. Replies received by N. F. Parkinson, Deputy Minister, D.S.C.R., from General A. W. Currie and Dr. H. M. Torry as to disposal of funds. Memorandum as to Scheme for distribution of funds prepared by T. O. Cox, Department of National Defence. Report of Canteen Funds Disposal Committee.</p>

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 References to 1st Interim Report on 2nd Part Investigation are shown as (ii)
 References to 2nd Interim Report on 2nd Part Investigation are shown as (iii)
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