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THE PROVISION OF EMPLOYMENT

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MEMBERS OF THE CANADIAN EXPEDITIONARY FORCE

ON THEIR RETURN TO CANADA

AND THE

Re-Education of those who are unable to follow their previous Occupations because of Disability.

A PLAN SUBMITTED BY

The Secretary of the Military Hospitals and Convalescent Homes Commission together with Appendices dealing with similar work in England and the Continent of Europe.

PRINTED BY ORDER OF PARLIAMENT



OTTAWA

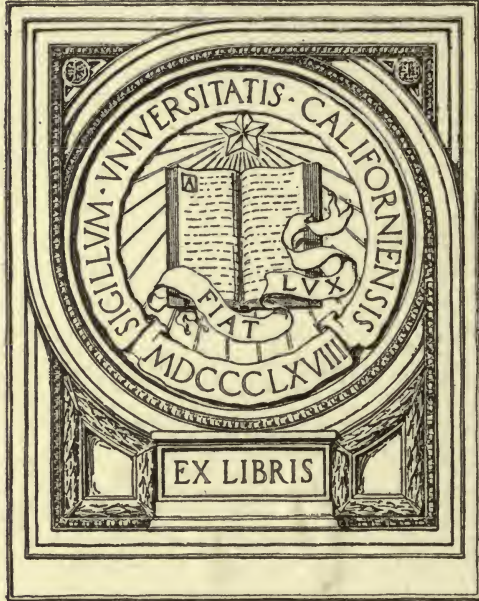
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1915

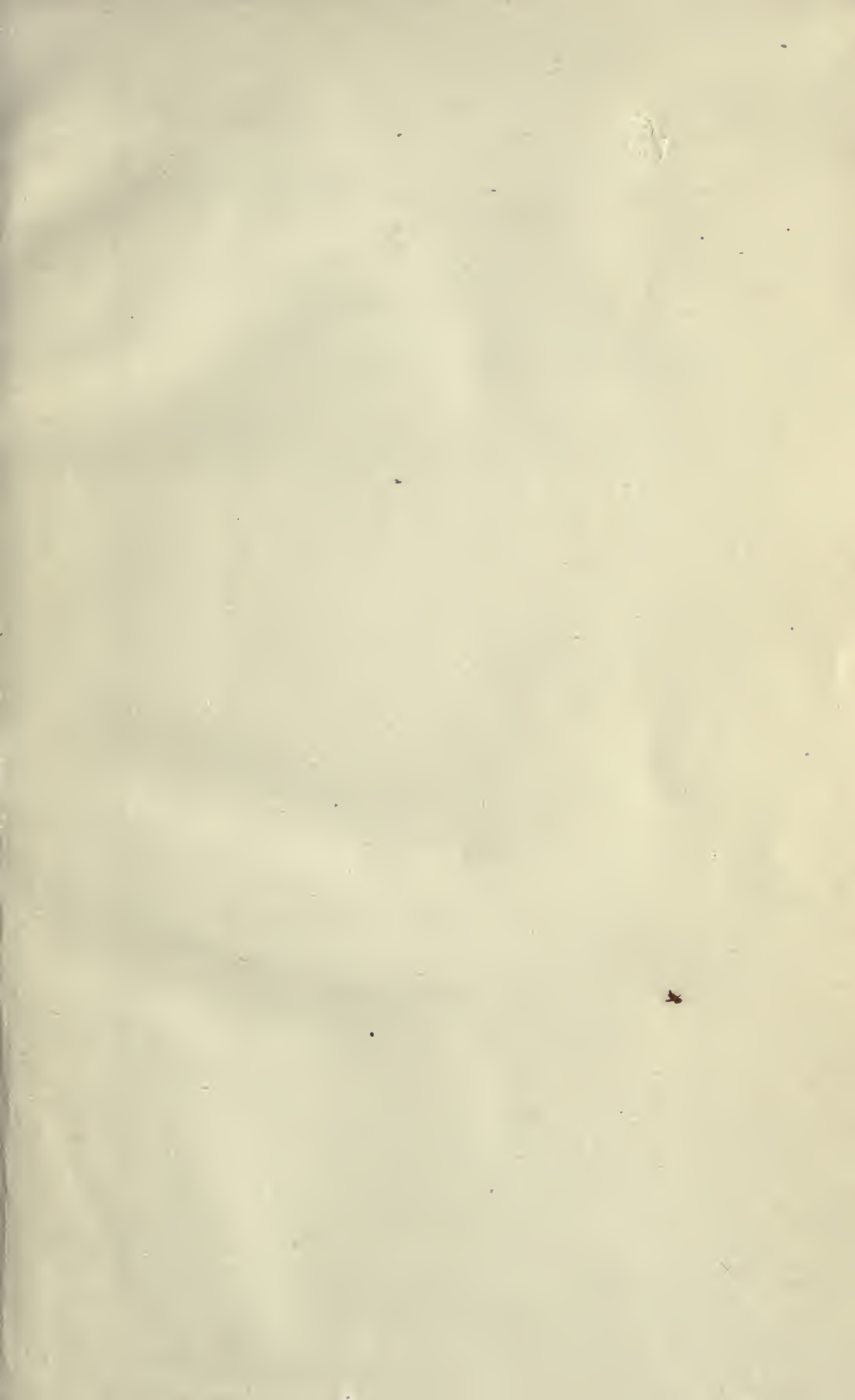
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Hospitals Commission

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FOREWORD.

The problem of providing employment and a new start in life for the members of the Canadian Expeditionary Force on their return to Canada has for some time been engaging the attention of the Dominion Government. Steps were taken some months ago by the Department of Militia and Defence to arrange for convalescent homes for those who will require a period of rest in order to recover the health which they have lost. This work was later committed to the charge of a Commission specially appointed by the Government for the purpose, by Order in Council. A recent amendment empowers the Commission "to deal with the question of employment for members of the Canadian Expeditionary Force on their return to Canada, to co-operate with Provincial Governments and others, for the purpose of providing employment as may be deemed necessary."

The Secretary of the Commission was directed to prepare a statement setting forth a plan by which the question of employment, not only for disabled men, but for able-bodied as well, on their return to civil life in Canada, could be carried out. This statement is set forth in the following letter to the President of the Commission, the Honourable Senator Loughheed.

A number of appendices are added giving particulars of the steps which are being taken in Great Britain and on the Continent of Europe to meet the situation there. These deal principally with the re-education of disabled men who are unable to follow their previous occupations. While this problem is of the utmost importance in Canada, it would appear to be less difficult of solution than that of the assimilation of the large number of men who will return to this country at the close of the war, and will find that the conditions they left no longer exist. If, however, definite measures are taken now, apprehension as to the future will be materially reduced.

THE MILITARY HOSPITALS COMMISSION.

PRESIDENT.

The Honourable J. A. LOUGHEED, P.C., K.C.

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Lieutenant-Colonel THOMAS WALKER, M.D., St. John, N.B.

SMEATON WHITE, Esq., Montreal, P.Q.

The Director-General of Medical Services, Canadian Militia.

OFFICES.

22 Victoria Street, Ottawa, Ontario.

SECRETARY.

E. H. SCAMMELL, F.C.I.S., Ottawa, Ont.

To the Honourable

Senator LOUGHEED, P.C., K.C.,

President, Military Hospitals Commission,

Ottawa.

SIR,—Acting on your instructions, I have the honour to submit the following proposals dealing with the subject of the provision of means which will secure employment for the members of the Canadian Expeditionary Force on their return to Canada.

At the outset I desire to express the opinion that everything possible should be done by the Government, and by public effort, to insure to those that come back a means of livelihood. This to apply, not only to those who are disabled, but also to those who are able-bodied.

With regard to the disabled, their care is an obligation which should fall primarily on the State, and this liability can not be considered as being extinguished by the award of a pension from public funds. Very valuable assistance may be rendered voluntarily by persons and associations who take an interest in the welfare of our men, and this assistance should, as far as possible, be secured.

All those who return will be found in one of the following classes:—

1. Able-bodied men for whom the situations and positions they left have been kept open by patriotic employers.
2. Able-bodied men who were out of work at the time of enlistment or who have been superseded in their absence; and invalided and wounded men similarly situated who will become able-bodied after a period of rest in a Convalescent Home.
3. Invalided and wounded men who are unable to follow their previous occupation by reason of their disability, but who will be capable, after proper training, to take up other work.
4. Men who are permanently disabled, and will be unable to earn their own living under any circumstances.

CLASS 1.

It would appear that no responsibility will rest upon the people of Canada with respect to this class. There may, however, be cases where the men on return are unfitted for their previous work, either through changed conditions here or through the effect of their long absence. In such cases these men would come under Class 2.

CLASS 2.

Steps should be taken, well in advance to provide employment as soon after their return as possible for this class. Definite machinery should be installed whereby situations may be found for all able-bodied men at a remuneration as near to that they were previously receiving as possible. This matter, however, can hardly be handled by the Dominion Government directly, as to undertake it would create a very difficult and unworkable situation. It can be handled by the Dominion Government, acting through the Military Hospitals Commission, in definite co-operation with the Provincial Governments. To this end I suggest that the Prime Ministers of the Provinces be immediately communicated with so that in each province a Commission may be

appointed to take charge of the questions of employment and vocational education. This Commission should consist of not more than six members of whom one should be a member of the Provincial Government, one a manufacturer, one a commercial man, one a representative of labour, one an expert agriculturalist and one an expert in technical training. I suggest that the following procedure be adopted:

(a) That the Provincial Commissions undertake the immediate appointment of a local committee in each centre responsible to them, which may or may not be under civic control, which would arrange for openings in the districts from which the men were recruited. This Committee may be entitled "The Returned Soldiers Employment Bureau ——— Branch." While the administration of this Bureau would be voluntary, the clerical work might have to be paid.

(b) That in order to systematize its work each local Employment Bureau take the following steps:—

I. Compile a register containing full information regarding each returned soldier seeking employment. Early information of approaching discharge from Convalescent Homes should be secured and arrangements made for the registration of every disabled man who is capable of work.

II. Prepare a classified list of Employers in the District and circularize them on behalf of the men.

III. Arrange with the daily papers to give free space for advertising the trades and capabilities of returned soldiers, also to give publicity and support to a propaganda advocating preferential treatment for these men.

IV. Endeavour by personal solicitation to secure openings for the men.

(c) That the Canadian Manufacturers Association be asked to organize its members and to undertake the following:—

I. To provide situations for returning soldiers in classes 2 and 3 on a percentage basis. This would mean that individual manufacturers would increase the number of their employees by five, ten, fifteen or twenty per cent. In this way provision would be made for a large number.

II. To co-operate with the Provincial Commissions in giving training to men in Class 3. In some cases this would take the form of apprenticeships. In others it would entail the placing of workshops during the day or the evening at the disposal of technical experts who would undertake the training of men along special lines, or the undertaking of this work by foremen and others as a service to their country.

(d) That the Department of the Interior and the Provincial Governments be asked to arrange for land to be placed at the disposal of the Commission in order that those who would like to do so may become farmers. It would be well to devise a plan of community farming under the direction of an expert agriculturalist. The assistance of the Canadian Pacific Railway and other organizations which have made a special study of the system of ready-made farms, might profitably be secured.

(e) That the Provincial Governments be asked to arrange for a credit system which will enable men without capital who desire to go on the land, to take up free grants and to develop the same, or, in those Provinces in which no free land is available, to acquire it at a reasonable price.

CLASS 3.

Those who by reason of physical disability are unable to follow their previous occupations should be the wards of the country until such time as they are able to

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earn sufficient to keep them, in other words, they should be given an opportunity to learn new trades and their pensions should be supplemented by the Disablement Fund in order that their dependents may not suffer. It will be necessary

I. To ascertain exactly the capacity of the disabled man for productive work of some special kind.

II. To train him in the shortest possible time to a reasonable standard of productive efficiency.

III. To place him in some industrial plant at labour which is stable and healthful.

I suggest the following procedure:—

(a) That the Provincial Commissions be asked to organize, through the Provincial Educational Departments, trained professional and voluntary workers in each centre from which men have been recruited, capable of giving instruction to those who may need it. This instruction to embrace such trades and occupations as shoemaking, garment making, printing, book-binding, painting, carpentering, stenography, type-writing, book-keeping, etc., etc.

(b) That the Commission secure the services of experts in the training of disabled men and place their services at the disposal of the Provincial Commissions.

(c) That Institutions such as those for the training of the blind be utilized, and any men who may require such training placed in these Institutions until such time as they are able to earn their own living.

(d) That the Provincial Commissions use the machinery of the Educational Departments to arrange for special tuition for those who require it in the various Technical Schools and State Universities under their jurisdiction. All the Provinces have Colleges and there are Technical Schools in Montreal, Quebec and Shawinigan Falls, P.Q.; in Toronto, Hamilton, London and other cities and towns in Ontario, in Halifax, Sydney and a number of other places in Nova Scotia; in Winnipeg, Calgary and Vancouver.

(e) That in the larger cities if adequate facilities do not exist in the Technical Schools, a school, court-house, or municipal building be secured in which model workshops can be operated under the direction of experts appointed by the Provincial Commissions, in which training may be given to those who need it. While this suggestion is set down for consideration, it must be remembered that the cost of equipment and maintenance would be heavy. An alternative would be to utilize the workshops of manufacturers as set forth in clause (c) of Class 2. It would be necessary to operate a dining-room in or adjacent to all buildings where men are receiving training, where free meals would be provided.

(f) That the Provincial Governments be asked to give free tuition in the various Agricultural Colleges to those who may subsequently be capable of working on the land as farmers, fruit-growers, or market gardeners. In this case the full fees to be remitted and the men's board paid out of the Disablement Fund. On the completion of their course, these men would have to be located, but this can be done by the Employment Bureaux referred to in Sections (a) and (b) of Class 1.

(g) That the Bankers Association be asked to employ men who have lost an arm or a leg, or who are otherwise partially incapacitated, as messengers, elevator attendants or caretakers.

(h) That railway companies and hotel and retail store and theatre managers be asked to employ partially disabled men as porters and in all situations where their disability will not interfere with their efficiency.

(i) That the Manufacturers of Canada be urged, through the Canadian Manufacturers Association, to undertake the production of some of the numerous articles previously imported from enemy countries, with the especial object of providing employment for partially disabled men.

(j) That all Dominion and Provincial Government and Municipal positions, as they fall vacant, be filled only by partially disabled men if they are capable of doing the work required.

CLASS 4.

It is probable that a number of those who return will be permanently incapacitated from earning their own living. At the same time many of them may be able to do a little work. These men should be given an opportunity of going to a Permanent Soldiers' Home where light occupations may be provided. Such Homes should have a considerable acreage so that the meat, vegetables and fruit consumed in the Home might be raised on the premises, the work being done as far as possible by the inmates. As all inmates would be in receipt of first or second degree pensions, it would be unnecessary to pay them more than nominal wages, and the only expense would be their maintenance and the general upkeep of the Home. It may be necessary to establish more than one of these Permanent Homes.

DISABLEMENT FUND.

In view of the fact that the pensions granted by the Government, though they have been arranged on as generous a scale as possible, will be insufficient in many cases, a Fund has been established, largely through your activities in this direction, to be known as the Military Hospitals Commission Disablement Fund. This Fund will be administered by the Commission, and its principal objects will be somewhat along the following lines:—

I. To supplement the pension or compensation granted by the Government in cases where this is insufficient for the support of dependents.

II. To educate and train those who are unable to follow their previous occupations in other lines of industry and to supplement their earnings during the period of training.

III. To assist those totally incapacitated, either by the erection and maintenance of permanent soldiers' homes, or as may be hereafter determined.

IV. Generally to take such steps as may be deemed necessary or desirable to carry out the duty of the Canadian people to the men who have suffered in the defence of our national liberties.

I recommend that the local administration of the Disablement Fund be placed in the hands of the Provincial Commissions.

GENERAL.

Several members of the Commission with whom I have discussed the matter have suggested that a conference between the Commission, representing the Dominion Government, and the Premiers and Ministers of Education of the Provinces might be called by the Prime Minister at an early date. Such a conference could only be productive of good. It should be succeeded immediately by a Provincial conference in each Capital, to which Mayors, Presidents of Boards of Trade, Representatives of the

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Canadian Manufacturers Association, Technical Experts, Agriculturists and representatives of Labour should be invited. Each Provincial conference should be presided over by a member of the Provincial Government, and should be preceded by an invitation through the Press to all who are interested in this subject to submit suggestions. Those suggestions which would appear to be of value could be tabulated, and submitted to the conference. The decisions arrived at should be sent to the Secretary of the Military Hospitals Commission.

The difficulty of handling this situation will be largely minimised if steps are taken at once, and an effective organization established in every centre where men were recruited.

Any plans which are laid down must of necessity be more or less elastic. The procedure which might be extremely desirable in one part of the country may be most undesirable in others. The enunciation of fundamental principles would appear, therefore, to be the main desideratum, the application of these principles being left to the Provincial Commissions. Whatever is done should be done as soon after the return of the soldier from the front as possible. This is especially necessary in the case of invalided men who, unless some occupation is found for them, may degenerate into unemployables.

The Discharge Depot at the Port of disembarkation in Canada has been asked to supply information to the Commission regarding all the men who return, both disabled and able-bodied, and cards have been furnished for this purpose. A copy is shown in appendices 1 and 2.

If arrangements could be made with the Military Authorities in England and France so that some of the information referred to in the preceding paragraph could be furnished by the men while on duty, it would enable the Provincial Commissions to prepare for their return, and, in many cases, have situations ready. The fact that such information was asked for would be the means of relieving the men at the front of any worry concerning their future when the war is over. The effect on the morale of the men would be excellent.

I suggest that as soon as the local Employment Bureaux are established, a card be handed to each man who passes through the Discharge Depot giving the address of the Secretary of the nearest Bureau to his home. A telegram should also be sent to the Secretary in order that he may know what men to expect.

In the case of those suffering from physical disability which would render them incapable of following their previous occupations it is very desirable, if not essential, that the nature of the employment, for which a particular man was to be trained, should be determined by some responsible authority before the commencement of the course, and that the prospect of a vacancy being available, upon the completion of the training, should be carefully examined beforehand.

Each soldier must receive the attention and counsel of a vocational adviser. The soldier himself cannot be allowed to choose at will just what he prefers to do in the future if he cannot follow his previous vocation. His knowledge is not sufficient to enable him to judge perfectly. There must be, of course, nothing mandatory about the course he is to pursue, but he must have the wise counsel of someone who knows the whole problem better than he does himself. There must be a minimum of sentiment and a maximum of sound hard business sense concerning the future of the returned soldier to civil life.

One difficulty to be faced will be that men from the country districts will be inclined to congregate in the larger centres, thus causing a certain amount of congestion; on the other hand, large numbers of men who previously followed an indoor occupation, both those who are able-bodied and those who are partially disabled, will after their long open air life in the trenches, desire to find employment on the land. If one-tenth of those who come back are willing to become farmers or market gardeners,

the returns from their labours during the first three years will more than compensate the country as a whole for any expense that may be incurred on their behalf. I would strongly deprecate the adoption of a general land grant system as the experience gained after the South African War clearly shows that this concession would, to a large extent, be turned to speculative account. If only a small proportion of the monetary value of a land grant could be utilised for the purpose of assisting those who are willing to go on the land, the results would be extremely beneficial. In this connection I would urge that all men, able-bodied or otherwise, who are willing themselves to take up land, should be given a free grant. In the Maritime Provinces this of course would be impracticable, but there are many abandoned farms, or farm lands which could be bought at from \$10 to \$25 per acre, which might be acquired by the Provincial Governments and sold to those who came from these Provinces at cost price, payments being extended over a term of years with or without interest.

To carry out the programme I have outlined will entail considerable expenditure as experts must be employed and clerical assistance obtained. Whether this should be a charge upon the Dominion Government, the Provincial Governments, the Municipalities or the Disablement Fund is a matter for discussion and decision. Doubtless the Provincial Governments will be willing to meet the necessary clerical expenses involved in the conduct of the work of the Provincial Commissions, but the employment of Technical Experts should be a charge upon the country as a whole. Where it is necessary to pay for the board of men who are undergoing technical training, such expense might be borne by the Disablement Fund, and would, I think, be a very proper charge upon that Fund.

In order that the men who have fought side by side may, on their return to civil life, be able to retain the associations made during the war, Soldiers' Clubs should be established in all the principal centres and in some of the smaller ones. These Clubs would not only be places of recreation and education, but would enable men who may have grievances to discuss them with others, and to submit them to the proper authorities. It would be necessary to prepare a model constitution for these clubs, which should be subsidized by the Commission in proportion to their membership.

While many of the men who return will doubtless be willing to hold themselves at the call of their country should their services be required, their interest in Military matters would be more constantly maintained if they were allowed to retain their uniform with permission to wear it on certain specified occasions.

Arrangements should be made through one or more of the leading Life Insurance Companies whereby a man in receipt of a pension could commute a portion or the whole, if such commutation were likely to be of benefit to him or his family. Many cases are likely to arise where the possession of a lump sum of money would enable a pensioner to acquire a small business, and thereby to provide for himself and his family. A plan of this nature was submitted to the British Government some years ago, and was acted upon in part. In order to protect the pensioner every application for commutation should require the endorsement of the Commission which would not be granted unless it could be clearly demonstrated that it was in the best interests of the applicant.

In conclusion I desire to express my indebtedness for suggestions to the following:—

The Report of the British Committee appointed by the President of the Local Government Board upon the provision of Employment for Sailors and Soldiers Disabled in the War;

J. H. Sherrard, Esq., President of the Canadian Manufacturers Association;
F. H. Sexton, Esq., Director of Technical Education for the Province of Nova Scotia;

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Hume Blake, Esq., Toronto;
Miss Matthews, Sydney, N.S.;

An article by Dr. Bourillon, Director of the National Refuge for Convalescents,
St. Maurice, France;

E. M. MacDonald, Esq., M.P.,

Major C. S. MacInnis, Assistant Adjutant-General, Canadian Militia,

Smeaton White, Esq., Montreal;

C. S. Walters, Esq., Mayor of Hamilton, Ont.

I have the honour to be, sir,
Your obedient servant,

E. H. SCAMMELL.

OTTAWA, October 9, 1915.

APPENDIX 1.
FORMS REQUIRED TO BE FILLED IN AT THE DISCHARGE DEPOT.

To be filled in and sent to	NAME AND HOME ADDRESS OF SOLDIER.	No. of H.Q. File
THE SECRETARY, M. H. C., Ottawa, as soon as soldier is discharged or sent to Convalescent Home.		
No.	Rank	Regt. & Battn
Ship returned by	Date of arrival	
Nature of Disability		
Estimated degree of Disability		
If discharged, amount of compensation allowed		
If discharged, amount paid to soldier—Accrued pay \$	Compensation \$	
Convalescent Home or Sanatorium	Date	
Dept. on	Date	
Estimated stay in Convalescent Home or Sanatorium		
Is final disability likely to prevent return to previous occupation?		
Character	Remarks	
Date of leaving Convalescent Home	A. D. M. S.	Div.
Degree of disability	FOR NOTES BY SECRETARY M.H.C.	Report No.
Recommendation of Medical Board		Pension
Matter referred to		
Notes		

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APPENDIX 2.

BACK OF CARD TO BE FILLED IN AT THE DISCHARGE DEPOT.

INFORMATION TO BE FURNISHED BY SOLDIER IF HE WILL REQUIRE ASSISTANCE TO SECURE WORK AFTER HIS RETURN HOME.

Date of enlistment.....Where enlisted.....

Age.....Birthplace.....Religion.....

Occupation prior to enlistment.....

Name and Address of last employer.....

Whether work was regular or irregular.....Average earnings per week \$.....

Dependents.	Name.	Age.	Where—If Employed.	Wages.	State of Health.
Wife	.....	.....	.....	.....	.....
Children	1 .....	.....	.....	.....	.....
	2 .....	.....	.....	.....	.....
	3 .....	.....	.....	.....	.....
	4 .....	.....	.....	.....	.....
	5 .....	.....	.....	.....	.....

Whether any private income, self or wife—amount per year \$.....

Rent per month \$.....Name and address of Landlord.....

If house property of soldier, amount still due and amount of annual payment Due \$.....An. payment \$.....

If part of house let, or boarders taken in, state average income \$.....per week

If in receipt of sick benefits or other insurance—name of society.....Amt. per mon. \$.....

If unable to follow previous occupation, name preference.....

References.....

Remarks.....

Witness.....

I declare that the above statement is correct.
Signature.....

APPENDIX 3.

SOLDIERS AND LAND SETTLEMENT.

DEPUTATION OF THE AFTER THE WAR EMPIRE SETTLEMENT AND RURAL EMPLOYMENT COMMITTEE OF THE ROYAL COLONIAL INSTITUTE TO THE SECRETARY OF STATE FOR THE COLONIES AND THE PRESIDENT OF THE BOARD OF AGRICULTURE.*

THE Right Hon. A. Bonar Law, M.P., and the Earl of Selborne, K.G., G.C.M.G., (who were accompanied by Sir John Anderson, G.C.M.G., Mr. H. C. M. Lambert, C.B., and Mr. T. C. Macnaghten of the Colonial Office, and Mr. F. L. C. Floud of the Board of Agriculture) received on July 22 a Deputation, which consisted of: The Right Hon. Lord Sydenham, G.C.S.I., G.C.M.G., G.C.I.E. (Introducer); Mr. Christopher Turnor; the Hon. Sir John Taverner, K.C.M.G.; Sir H. Rider Haggard; the Hon. J. G. Jenkins; Mr. G. McLaren Brown, Colonel H. E. Rawson, C.B.; Sir Harry Wilson, K.C.M.G. (Secretary of the Royal Colonial Institute); and Mr. W. A. Bulkeley-Evans (Honorary Secretary of the Committee). Several other members of the Committee were also present, including Sir Ernest Birch, K.C.M.G., Mr. Saxon Mills, and Mr. Evelyn Wrench.

LORD SYDENHAM: Mr. Bonar Law, I regret that Lord Grey, who was most anxious to be here, is unable to be present, and in his absence there devolves upon me the duty of introducing to you Mr. Christopher Turnor, Sir John Taverner, Sir H. Rider Haggard, Mr. J. G. Jenkins, Mr. G. McLaren Brown, and Colonel Rawson, all of whom will say a few words with regard to the question which has brought us here to-day.

The Committee of the Institute which we represent was appointed in March last in order to consider the question of enabling ex-Service men to find employment on the land after the war. . . . The subject, of course, divides itself into two main branches; the first is the question of employment for ex-Service men on the land at home, and the second is their employment on the land overseas. As regards the first point, we know that Lord Selborne has appointed a Committee, and we venture to ask, if it is not too late, whether it would not be possible for us to have one representative on that Committee in order that we might be in closer contact with its working. But if that is not possible, we hope we may be able to give some evidence before that Committee, and to make any suggestions which might occur to us.

As regards the second branch of the subject, that is perhaps more complex, and certainly more delicate than the first. We feel strongly that it can only be dealt with by the fullest and most complete collaboration between His Majesty's Government and the Governments of the various Dominions, and what we suggest is that some machinery should be set up as soon as possible to bring about that result, so that there shall be co-operation between all the Governments in the fullest sense of the word. We wish to assure you that our Committee will do anything in its power in the way of helping you to deal with these important problems.

MR. CHRISTOPHER TURNOR: Sir, I propose to deal with the question of land settlement entirely from the point of view of settlement in the United Kingdom, and I think I may assume that we are all agreed that as many Service men as is possible should be settled on the land in the United Kingdom. But it is more the question of how they should be settled that I should like to deal with, because we must remember that at the present moment in England we have no single example of satisfactory land settlement, nor have we observed the fundamental principles which are necessary to success. The authorities in the Dominions have concentrated their attention a good

* United Empire; September, 1915.

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deal more on the creation of conditions which make land settlement possible, and their terms are very much more attractive than any we have to offer at present in this country. The underlying principles which I refer to are: (1) settlement in groups; (2) access to capital; (3) the making of the initial years as easy as possible from a financial point of view; (4) the fullest use of co-operation; and (5) the immediate provision of expert guidance. These principles have been observed in practically every country where land settlement has been carried out successfully, but I am sorry to say that here they seem to have been completely ignored. With us, we make the initial years for the small-holders or settlers financially the most difficult ones. But we think that settlers ought to have the first two or three years made as easy as possible. In many cases in the Colonies that is done, and they do not have to pay towards any sinking fund, and, indeed, in some cases they do not pay any interest at all during the first two or three years. Of course the interest accumulates, and is added to the capital, but the terms are thus rendered easier, while the transaction remains a sound financial proposition.

Then, sir, I think a great mistake is made in this country in supposing that only agriculturists can become successful settlers, and that every settler must be a practical agriculturalist possessed of agricultural knowledge. We have instances in a great many cases of settlers, both in our Colonies and the United States of America, who, provided they have a sufficient amount of intelligence and are settled under proper conditions, have succeeded very well indeed, though they have never been occupiers of land before. There are many cases of that kind which could be cited of men who have been artisans, and who have had no previous experience on the land at all. Of course, in such cases proper guidance is far more necessary than in the case of a man who has had previous experience. I feel very strongly that the question of ex-Service men is one which is placed in an entirely different category from the question of ordinary applicants for a County Council holding under the Small Holdings Act, and that the only satisfactory way of settling ex-Service men on the land is by means of some special body to be appointed for the purpose. Perhaps such an appointment might take the shape of a Land Settlement Commission, analogous to the Development Commission, which would have executive powers and be responsible to the Treasury. But, sir, we go rather further, and we do hope that the opportunity may be used as a means for reviewing and reorganizing our methods of land settlement generally, and devising methods for guiding migration to those parts of the Empire where population is most needed. We clearly recognize, as I said at the beginning, that it is in the United Kingdom itself that closer settlement on the land should be strenuously developed, so that from an overflowing agricultural home population the Dominions could be supplied with the type of citizen they most need. With that end in view, if we could have a Committee which would be advisory and consultative in character, and could review the situation from the Imperial point of view, and aid the other Commission in its work in the United Kingdom, I think this would supply very complete working machinery. As an English agriculturalist, all I can say is that it is marvellous to see how strongly our Colonial kinsmen feel upon the question of land settlement to-day. They recognize as fully as any of us do the immediate need of settlement of men on the land in the United Kingdom.

The HON. SIR JOHN TAVERNER: Sir, having regard to my official relations with this Department for nine years, I want it to be clearly understood that my connection with the Committee is in no way to be regarded as reflecting on what the overseas Governments were doing in connection with land settlement. Rather I am here to-day to say that from my experience I feel strongly that the Imperial Government have not done their duty, nor are they doing their duty, with regard to land settlement in the Empire.

Now, sir, we have thought that the return of the soldiers after this unfortunate war would raise serious problems for the Mother Country, and not only for the Mother

Country but for each of the Dominions; for there are several sides to the question, and each side will have its serious aspect. For instance, we have sent from Australia over 50,000 men, and will send 100,000 if they are required. So you will find that each Dominion will have its own problems in resettling the men they have sent to help the Empire at this critical juncture. And in this country, sir, that position will be intensified when we have a million or more men landed here, disbanded, with their services no longer required, and in many cases with their old positions no longer open to them. My secretary, who is at the Front, wrote me a few weeks ago, and said: "A number of us here do not like the idea of going back to office life. Do you think you could get us on to the land in Australia?" Now I am certain you will find that that feeling will obtain largely after the outdoor life in the trenches and elsewhere which these men have been living, and after living that life these men will be a very desirable class to put on the land. I think, therefore, that the Government of this country should endeavour to get as many of these men on to the land here as they possibly can. Speaking for the Dominions, I am quite sure that any surplus would gladly be received. At the first meeting of the "After the War" Committee it was suggested that the Government might refer this question to the Dominions Royal Commission; but we find that the representatives of the Colonies have returned home, consequently the proposal is not feasible. I think now that if the Government could see their way clear to take a member of this Royal Commission—and, speaking for myself, I do not know a more competent man than Sir Rider Haggard—and to send him round the Dominions with a view to ascertaining in what way we could bring about some method of Imperial co-operation it would lead to great results. Speaking as an Australian, we do not want to tell the Mother Country what she should do, and I do not think the overseas Governments would like a Committee on this side to tell them what they should do, but I do think a good feeling would be brought about on the line I have suggested. I trust that this Committee which Lord Selborne has appointed will lose no time in getting to work on this important question, and I am quite sure that so far as we are concerned, if there is any way in which we can help you by supplying the Committee with evidence or otherwise we shall be only too pleased to do it.

SIR H. RIDER HAGGARD: Sir, I do not propose to speak on the question of settlement of ex-soldiers and sailors on the land at home, because a Committee has been appointed by Lord Selborne to report thereon, and until it has reported it is unnecessary to say anything on the matter, excepting this: that it is obvious, to us who have experience of these problems, that only a certain number of people, under any scheme which any Committee can recommend, can be settled on English land. It is not going to be a cheap business, and I think if you were to say that roughly it would cost £500 per settler, you would not be far out of the reckoning. Then there remains the difficulty of making the venture pay, except in places where the land is of the best quality and the small-holding instinct exists. It is obvious, as Sir John Taverner has told you, that if by God's mercy we come safely out of this war there will be an enormous number of men who will wish to get on to the land in this way or that, either here or abroad, and that of these a great number of them will wish to go to one or other of the Dominions. Now, Mr. Bonar Law, I may claim to speak with some little knowledge on this subject, because it so happens that during the last three years I have travelled round most of the Empire . . . and during that time I did my best as an agriculturist to keep my eyes open, and to make expeditions, however distant and remote, to see any district or husbandry that would be instructive or useful. I should like to say, as an agriculturist, that, leaving out the tropics, in all these countries there are marvellous openings for hard-working men, even for those who have no great experience in agriculture, and especially is that the case in those lands where there are irrigation areas. As Lord Selborne will know, it is a

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great thing for a small-holder to be sure of the return from his holding. He may be the best cultivator in the world, but if he gets two or three dry years he is ruined.

. . . Where land is cheap and irrigation possible, industrious men ought to be able to make an extremely good living. The Dominions, no doubt, will have to provide for a number of their own soldiers. Also, may I say that I thoroughly agree with what has been said as to the necessity of not dictating in any way to the Dominions, and of finding out what the views of the various overseas authorities really are. On the other hand, there are many important questions that admit of general consideration. There is the great question of population in the Dominions, which is what they need more than anything else. Then there are the interests of the settlers themselves to be considered. When you are settling a man on land, what you have to look at is: Will he be able to make it pay? Will he be able to make a living out of it, and rear his family, and to get on upon it? Well, I say without fear of contradiction that there are prospects of success in all the Dominions. I will not detain you any longer, except to remark that I think this is a matter which eminently deserves investigation. You may answer that the War is still with us; but we hope one day it will come to an end, and when it does come to an end, it will be suddenly. Then there will be floods of men poured on to your hands, and trouble may arise, and you will want to be ready with your scheme. You cannot be ready unless you prepare, and the first preparation to make, it seems to me, is to find out what the Colonial Governments views are; what terms they have in view, what land is suitable, and what facilities they can give.

Without in any way connecting my own name with the suggestion, as he was good enough to do, as Sir John Taverner said, I think it would be a good thing if someone were sent out to approach the Colonial Governments in a friendly way, and discuss matters, inspect any lands that might be suggested, and make a report to the Home Government. . . . In the Empire, sir, there are various places where they would be glad of suitable immigrants, and there is no doubt that if such could be found, it would be of great benefit to the Empire as a whole and also to the ex-soldiers who were given the opportunity of settling oversea.

The HON. J. G. JENKINS: Sir, I shall not detain you very long, but I should like to say a word in reference to what was being actually done in some of the Dominions overseas. I recognize fully that the conditions in the old land, as far as dealing with settlement on the land is concerned, are very different indeed from the conditions in a new country. We in the various States of Australasia practically own a great part of the land that has not been settled. I mean it is not freehold land—it is Government land, and in dealing with settlers on that Government land the most liberal terms are always given—long leases with a right to purchase, generally speaking at a very low rent; and not only are liberal terms given as far as settlement on Government land is concerned, and I am speaking now practically for all the Australian States, but more particularly for the State in which I have lived for nearly thirty years, and with which I have had a great deal to do in regard to political life, but when it was found that a great amount of land was held in large areas under grants or by early purchase we adopted a system of repurchase in order to settle more people upon those large areas. Taking South Australia as an illustration, we have spent some millions of pounds in repurchasing land and reselling it to settlers. I have in my mind a station which we purchased, which practically had as occupants about four families only. At the present time there are from 50 to 100 families on that station, all of them making a good livelihood, or a population of probably nearly 1,000 people. As far as the general business of the country is concerned with regard to this place, it has largely increased; the amount of material which has been sent over the government railway has been greatly increased; the Customs returns have also been considerably increased, which shows

the practical benefit of turning these large areas into small holdings. I may say we did not ask the new settler who took a portion of the land to pay the whole of his money at once. During the time I was Premier we amended the Act so as to allow a man from twenty-one to forty-two years in which to pay for his land, charging a small rate of interest; and if you intend to have a successful settler on the land in this or in any other country, I maintain you must have a small rate of interest for individuals who are struggling to make a living during the first few years. We lent to them through our State Bank Department money on improvement at considerably less than they could obtain it at from the ordinary banks, which enabled them to pay off a portion of their capital with the interest on their land during that long period. Besides that, we adopted a system of what is known as working men's blocks in close proximity to our large cities and towns. We purchased land and cut it up into blocks, and advanced at least 60 per cent in order to enable a man to build his house and get employment and start work. If the blocks were not large enough to occupy his time fully, he would, as a great many of them do, spend part of his time in sheep-shearing or other work, and then during the time he was not engaged in those occupations he would be spending it on his own block, working to develop it. This system has been a decided success, and I may say that we have thousands of industrious settlers of that kind with small places, who are living on their own land, and bringing up their families in comfort. I might say in reference to this repurchasing scheme that individual effort is essential to success.

Mr. G. McLAREN BROWN: Sir, there seems very little to be said which has not been said, and therefore I will not detain you long. In common with everybody, we recognize in Canada that after this war is over there will be a vast number of men who will only be content with an open-air life. I think that after their experiences, the natural longing to lead an open-air life can be understood, and I think that natural longing will go far to solve the home problem—the re-peopling of the lands of the United Kingdom. But after all the needs have been met as regards this country, there will still be vast numbers of these men who will look elsewhere than in the United Kingdom for their future homes, and I think the important point to be considered is the accurate solving, at the earliest moment, of the problem of the settlement of these people, so that when the time comes they will not be tempted to settle anywhere outside the Empire. Now that settlement cannot be left entirely to the propaganda of the shipping companies or the efforts of the transportation companies, nor to individual effort however strong, however well organized. These can all be relied on certainly for very valuable support, but the problem is of too vital importance to the Empire to leave it there. It is of the most extreme importance that our men should only settle within the Empire. The future of the people of these islands who may settle in the overseas Dominions should be so absolutely assured that there will be no doubt about it. We need their services in the arrangements of the British Empire in the future as we have needed them in the past. There is one point which must have struck you, gentlemen, that although there will be this vast number of British people who will be anxious to find homes after the war is over, we must also be prepared in the colonies for a vast alien population who will turn their faces toward our doors. As long as these people are healthy, industrious, and capable of making their way, you may be certain that the overseas Dominions will welcome them.

SIR JOHN TAVERNER: I question that.

Mr. McLAREN BROWN: Nevertheless it is true. The overseas Dominions will be man-hungry for many years to come, and if the future of the Empire is your consideration, then you will agree with me when I say that under those circumstances the British element throughout the Empire should not decrease. If British traditions

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and British civilization are to continue in the future—and, one might almost add, if the British language is to continue in the future—then it is essential that you should have a successful British people wherever the British flag flies. That can best be done by the strongest and closest co-operation of all the Governments. I do not think for one moment anybody would disapprove the formation of a controlling or central body here in London, having at hand the most expert guidance, to deal with these matters, because I think, speaking for my own country—in fact I am sure—that it would welcome the formation of a controlling body fully representative of all parts of the Empire, composed only of the most broad-minded and well-informed men we could find throughout the Empire, men who have but the one dominant idea, the maintenance of our Empire and the continuance of our race. We must not forget the solving of this problem, though beginning here, ends overseas.

COLONEL H. E. RAWSON: Sir, the Royal Colonial Institute thoroughly appreciates the difficulties attending these questions which we have brought before you to-day, and they have had very good means of learning these difficulties, because they have had for the past four years a Committee at work called the Standing Emigration Committee, comprising members elected by fifty of the Emigration Agencies in the Kingdom, who are not necessarily members of the Institute. That Committee, presided over by the Duke of Marlborough, has been sitting monthly, and has kept itself in touch with these questions for the past four years; and, as the Deputy-Chairman of the Committee, I can assure you that we are convinced that the moment has arrived, and the time is ripe, for co-operation between the Home Government and the Governments of the different Dominions in this matter. It has been a long uphill course that the Committee has gone through to get the matter to that position, but without the help and guidance and co-operation of the High Commissioners and Agents-General of the Dominions we feel there is no hope of attaining to anything practical. The Standing Emigration Committee realizes that the word ought really to come from the other side to this side, and in a way it has come. The Dominion of Canada, four years ago, sent a Commissioner over to visit various parts of Europe—this country among the number. The report of that Commissioner was published officially, and from it we learned that Canada was anxious to co-operate with the authorities not only of this country, but even with those of other countries, who were willing to come into line with her in order to bring settlers into Canada. . . . The question of migration within the Empire does not affect only the soldiers and sailors after the War, but it affects women generally as well as the widows and orphans. In many regiments there is a fund for looking after the widows and orphans of soldiers, and the migration of the latter is a matter worthy of consideration, especially in view of the certainty of there being after the War a predominance of girls in this country. It is absolutely necessary to consider the wives and widows and children of our soldiers and sailors, as well as the men themselves. The practical point I have to suggest is: Can the Government appoint an Advisory Committee to deal with these questions, which will call on any of us who have appeared before you to-day to give such evidence as may be in our power? We are ready to do so, and would be very happy to do it. There are members here of almost every one of our Dominions who would be glad to place their time and experience at your disposal for the benefit of the Empire.

MR. BONAR LAW: Gentlemen, I do not think either Lord Selborne or I came into this room with any intention of giving our views, but we came with the intention of hearing any suggestions you might make, and giving them the best consideration in our power. To neither of us is the subject a new one or one in which we have not taken the keenest interest. Some of the speakers have spoken as to what the tendencies will be after the War. I have tried to forecast as clearly as I could what will happen from the point of view of labour when the War is over, but I think I should be very foolish if I gave any indication in the way of prophecy as to what my views are. On the one

hand, take the position of labour here at home. Our factories are all busy at work, a good deal of which will stop the moment the War is over, and in addition to that, the men who are now fighting will have to find employment. That suggests that there will be at once, after the cessation of hostilities, a great deal of unemployment in this country. On the other hand, if capital is available, the wastage and ravages of war have got to be made good. For shipping and shipbuilding, for instance, and other industries in the same position, there will be a big demand. I would not like to say that in my opinion it is at all certain that the end of the War will be the beginning of a period of unemployment in this country, but I think the temptation to our people to emigrate will be very great. The War is causing prices to be high for all the commodities which are produced in the Colonies, so that the Colonies must prosper, and I think the Canadian representative will agree that, taking Canada, the War is going to bring her a great deal of development and increased capital from the higher prices, and it is almost certain that there will be a great demand for more people in the Colonies at the end of the War. Now we here at home are torn in two ways. We certainly desire to see the British Empire everywhere expand, and to have these fertile lands filled by people of our own race. On the other hand, I do not think any of us would look with any pleasure at the prospect of a very large number of the men who are now fighting for us, men who are the very best of our population, suddenly leaving the country. The problem which we have to face—and it is one which certainly no Government fails to take an interest in—is first of all to try and help these soldiers to find the kind of employment which suits them best, and in the way which suits them best. On the other hand, we do wish to see if it can be done, if it is better all round that these men should be taken overseas. It is for that reason that Lord Selborne has appointed the Committee to which reference has been made, which is doing exactly what you wish and is considering the subject in advance. I am sure the subject ought to be considered from the point of view of the overseas Dominions as well as from the point of view of the Government here. Colonel Rawson has said that the motive power in deciding the way in which emigration should go comes largely from the Colonies themselves, and depends greatly on the inducements held out. Now the Canadian Government has already appointed a Commission to go into this very subject, and I have the terms of reference here, which I will read: "In connection with the subjects above alluded to, consideration should be given to the conditions which will arise upon the conclusion of the present War, and to the resulting opportunities for a vigorous and effective policy of immigration." I have no doubt the other Governments of the Empire will soon be considering the same subject, and will be inclined to take some steps of the same kind. I have listened to the many pertinent suggestions which have been made, but I am sure you will hardly expect me to say anything more than that we shall give them very careful consideration, and I can assure you that the subject is one with which I and Lord Selborne personally have as much sympathy as any member of the Deputation, and we shall try our best to meet the views and wishes of the Deputation which we have had the pleasure to receive to-day.

LORD SELBORNE: Gentlemen, I have very little to add to what Mr. Bonar Law has said. He has covered the general question so fully that I will confine my remarks to that aspect of the case which more nearly concerns the responsibility of my Department. I am afraid my answer to Lord Sydenham must be that I cannot add an additional member to the Committee which I have appointed. I have been very much pressed in a great many quarters to add to that Committee, but I am afraid it cannot be done. There has been already a great difficulty in keeping down the number to even its present members; but we shall welcome, and more than welcome, any evidence from representatives of the Royal Colonial Institute, and I know that in Mr. Christopher Turnor and Sir Rider Haggard we shall have really excellent experts on this question, than whom none better exist, if I may say so in their presence. There-

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fore we shall welcome their evidence very greatly. Both of them have touched on some of the conditions that affect the settlement of men on the land generally, and particularly in England. I can only say that I am alive to those conditions and to the truth of all their observations not only from my general knowledge and study of the subject in England, but from the fact that for five years I was directly and solely responsible in South Africa for the carrying out and maintenance of that scheme of settlement which was inaugurated by Lord Milner. Therefore, I know very well the justice of their observations.

APPENDIX 4.

REPORT OF THE COMMITTEE APPOINTED BY THE LOCAL GOVERNMENT BOARD (ENGLAND) UPON THE PROVISION OF EMPLOYMENT FOR SAILORS AND SOLDIERS DISABLED IN THE WAR.

To the

Right Honourable HEBERT SAMUEL, M.P.,
President of the Local Government Board.

SIR,—The Committee appointed by your minute of the 16th February last, to consider and report upon the methods to be adopted for providing employment for sailors and soldiers disabled in the war, beg leave to submit the following report:—

INTRODUCTION.

1. The subject of our inquiry may be considered under the following heads:—

- (i) The methods which should be adopted for the restoration of the disabled man, as far as possible, to health;
- (ii) The provision of surgical appliances by means of which his condition may be alleviated and his industrial efficiency increased;
- (iii) The provision of training designed to fit him for some new occupation when he is unable to resume that to which he has been accustomed;
- (iv) The finding of suitable employment for him when he is in a condition to accept it.

2. At the outset, we desire to express our opinion that the care of the sailors and soldiers, who have been disabled in the war, is an obligation which should fall primarily upon the State; and that this liability cannot be considered as having been extinguished by the award of a pension from public funds. We regard it as the duty of the State to see that the disabled man shall be, as far as possible, restored to health, and that assistance shall be forthcoming to enable him to earn his living in the occupation best suited to his circumstances and physical condition.

3. We ought, however, to add that, in expressing this view, we are far from wishing to exclude or discourage the very valuable assistance which may be rendered voluntarily by persons and associations who take an interest in the welfare of our sailors and soldiers.

While the primary responsibility for the care of those who have suffered in the service of the country rests with the State, the best results of the action of the latter can only be secured with the co-operation and assistance of the other agencies to which we have referred.

ESTIMATED NUMBER OF DISABLED SAILORS AND SOLDIERS.

4. The first point to which we directed our inquiry was the number of men who might be expected to be discharged from the Navy and the Army on account of disability.

At the present stage of the War, it is, of course, impossible to form even an approximate estimate of the number which may ultimately have to be dealt with, depending as it does on the duration of the war, and the number of men engaged in hostilities.

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5. The only data now available are the discharges which have actually taken place since the beginning of the war.

We are informed that the number of warrant officers, non-commissioned officers and men who were discharged from the Army as disabled through the war, between the 4th August, 1914, and the 15th April, 1915, inclusive, was 2,874, and that the number of petty officers and men who were similarly discharged from the Navy between these dates was 103. The following statement shows the general nature of the disablement from which the men were suffering:—

	Army.	Navy.	Total.
Eyesight cases	245	9	254
Wounds and injuries to leg (necessitating amputation)	205	10	215
Wounds and injuries to arm (necessitating amputation)	170	6	176
Wounds and injuries to hand (necessitating amputation)	15	6	21
Wounds and injuries to leg (not necessitating amputation)	277	9	286
Wounds and injuries to arm (not necessitating amputation)	272	3	275
Wounds and injuries to hand (not necessitating amputation of complete hand)	224	11	235
Wounds and injuries to head	123	4	127
Herniæ	96	5	101
Miscellaneous wounds and injuries (not included in above)	129	6	135
Chest complaints	298	4	302*
Rheumatism	116	6	122
Heart disease	284	....	284
Epilepsy	47	....	47
Nervous diseases	54	11	65
Insanity	29	....	29
Deafness	134	....	134
Frostbite	6	....	6
Miscellaneous disabilities	150	13	163
Total	2,874	103	2,977

*Including 200 cases of tubercle of the lungs.

6. The earliest discharges from the Army took place in the week ending the 11th September, and the total of 2,874 therefore represents the product of about eight months of war, giving an average of about 360 a month. But the present rate of discharge appears to be about 1,000 a month. If this rate is maintained, and the other conditions remain the same, we might expect a total of about 7,000 at the end of the first 12 months of the war, and about 12,000 at the end of December next. Even if the rate of discharge were raised to 1,500 a month, the number at the end of December would not exceed 16,000.

Of these a proportion would be permanently and completely incapacitated and some of the others would probably find employment without assistance.

The total number to be dealt would, therefore, be considerably less than the published lists of casualties might lead us to expect.

METHODS TO BE ADOPTED FOR THE RESTORATION OF THE HEALTH AND THE INDUSTRIAL EFFICIENCY OF THE DISABLED.

7. Under present arrangements, the naval and military authorities assume responsibility for the medical or surgical treatment of the disabled man, until he is discharged from the Service as unfit; but their responsibility for the provision of treatment ceases on discharge, and it rests with the medical officers under whose care the man has been placed, to decide whether the patient is fit for discharge, and, if so, to set in motion the necessary machinery.

This decision is often taken as soon as it has become clear that the man will not be able to return to active service, and without much regard to the question whether his health or his physical condition can be improved by further treatment.

8. We suggest that the State should take a liberal view of its duties in this respect, and that it should assume the responsibility for the treatment of the disabled sailor or soldier and his restoration to health, when practicable.

9. There are several classes of disabled men to whom this suggestion is applicable:

(a) *Those who, upon discharge from hospital, require prolonged or special after-treatment, in order to render them fit to resume a civil occupation.*

We think that where there is a reasonable prospect of restoration to health, arrangements should be made to enable these men to receive treatment, free of charge, for such period as may be necessary.

The cases which we have in mind are those of heart disease, rheumatism, stiff joints, etc., for which electrical treatment or massage may be suitable.

The arrangements suggested should also extend to the provision of treatment where there has been a recurrence of the disability which caused the discharge of the man from the Service.

(b) *Those whose disability is due to Tuberculous disease.*

We understand that in such cases the prospect of obtaining a cure is often most favourable, because the existence of the disease has usually been detected at an early stage, and the man is placed under treatment at once.

As regards the Navy, we are informed that it is the practice to treat cases of tuberculous disease, down to the date of discharge, in the Royal Naval Hospitals, where special wards and shelters are provided.

As regards the Army, it was at one time the practice to discharge forthwith any soldier who was suffering from tuberculous disease, but we understand that, at the present time, a soldier who has contracted the disease in and by reason of the Service, is not allowed to be discharged to his home. The practice is to distribute such patients, in the first instance, among the large military hospitals, whence in some cases they have been drafted to civil sanatoria, provided by various private associations. The cost of the man's maintenance in the sanatorium, prior to his discharge from the Army, is defrayed from Army Votes.

Many of these patients are "insured persons" under Part I. of the National Insurance Act, 1911, and become eligible upon discharge for "sanatorium benefit" under the Act. Special arrangements have, as we are informed, been made by the Insurance Commissioners, to ensure the admission of such patients in all cases to civil sanatoria at the cost of insurance funds immediately upon discharge.

Where, however, the tuberculous sailor or soldier is not eligible for sanatorium benefit under the National Insurance Act, we suggest that the responsibility for the cost of his treatment in a residential institution should be undertaken by the State and should be continued until he is either cured or declared to be incurable.

(c) *Those who are mentally affected.*

There will probably be many cases in which the incidents of active service have produced temporary unsoundness of mind; and some of these men might, on a strict view of their mental condition at the moment, be certified as being fit cases for detention in a lunatic asylum; but it is most desirable that this course should only be taken after a suitable interval has been allowed for recovery.

In many instances, confinement in a lunatic asylum might not be the most suitable means of promoting the recovery of the patient, and would certainly prejudice

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him on his return to civil employment. The extreme measure of detention in an asylum should only be taken when it is clear that treatment in a hospital or other institution is unavailing, or that the patient cannot be retained in such an institution without danger to himself or others.

(d) *Those who, owing to the loss of limbs or to other cause, require surgical appliances to fit them for the resumption of civil employment.*

The present practice in regard to these cases is sufficiently liberal. Upon the discharge of a disabled soldier from the Army, he is supplied, through the Commissioners of Chelsea Hospital, with any surgical appliance which may be needed to alleviate his condition; and we understand that the Commissioners are willing to procure, at the cost of Army funds, any appliance which may be recommended by the medical officer who has been in charge of the case. Similar arrangements for the supply of surgical appliances are made by the Naval Authorities. There has, however, been a marked advance in orthopædic surgery during the past few years, and we are disposed to think that sufficient advantage has not been taken of the special knowledge and skill, which are now available, with regard to the provision of artificial appliances for the relief of the disabled. It has, in fact, become a highly specialized branch of the surgeon's art, and the advice of experts is essential if the best results are to be attained.

We recommend that instead of the appliance being prescribed by the doctor in attendance on the patient, any man who requires an artificial limb should be seen by an orthopædic surgeon of repute, who would prescribe the particular kind of appliance which should be supplied, with special regard to the requirements of the individual and the occupation which he intended to follow.

The services of more than one consulting surgeon will be required for the purpose; and inasmuch as the bulk of the men will have been discharged from hospital before they are in a fit condition to bear artificial appliances, it will be necessary to arrange that the services of an orthopædic surgeon should be available within a convenient distance of their homes.

THE PROVISION OF EMPLOYMENT AND TRAINING FOR THE DISABLED SAILOR OR SOLDIER.

10. Up to this point we have been dealing with the problem of restoring the disabled sailor or soldier, as far as possible, to physical health, so as to enable him to earn his living.

It remains to consider in what way employment should be found for him when he stands in need of such assistance, and how training can be provided when it becomes necessary for him to learn a new trade.

11. Many of the disabled men will, no doubt, be in such a condition to resume the occupation which they were following before the war, and will be absorbed in the ordinary labour market; others, from the nature of their disability or from other causes will be unable to do so, and should be given an opportunity of learning a new trade.

12. Such training should, we think, be provided as far as possible in the locality where the man resides. As a general rule it would probably be undesirable to set up special institutions in which disabled sailors or soldiers would alone be received; but if any institution already existing can be utilized for the purpose, this course should be followed.

In dealing with this question, it should not be forgotten that the problem of finding employment for the disabled sailor or soldier will diminish year by year after the close of the war, and that any large expenditure on the provision of buildings or apparatus for a temporary purpose should be avoided.

The creation of central training institutions would also involve the removal of the disabled person to the vicinity of the institution during the period of training, and would frequently result in separation from his wife and family.

13. We think it is probable that training of the kind to which we refer might to some extent be undertaken in London and the larger provincial towns by the Local Education Authority by means of the existing polytechnics, technical institutes and trade schools. In this case it would be very desirable, if not essential, that the nature of the employment, for which a particular man was to be trained, should be determined by some responsible authority before the commencement of the course, and that the prospect of a vacancy being available, upon the completion of the training, should be carefully examined beforehand.

14. We suggest that the co-operation of the Local Education Authorities should be invited and that, where the Authority is in a position to provide the training necessary for disabled sailors and soldiers residing in the area, this course should be adopted. In default of the Local Education Authority, any private institution, which may be in a position to afford such training, as may be needed, should be utilized in preference to the establishment of a special institution.

It ought perhaps to be stated that, in our view, a man should not be regarded as disqualified for training, merely because he is classed for purposes of pension as "totally disabled."

15. An alternative course to the provision of training in an institution would be to apprentice the disabled person to an employer, who might be willing to train the man. This method would, however, only be feasible in isolated cases, but such a scheme might be useful in a locality in which no training institution was available.

16. As regards the provision of employment, we think that this duty should be undertaken by the Central and Local Organizations, whose appointment is recommended below. These bodies would work in close co-operation with the Labour Exchanges, through which a comprehensive organization is supplied for dealing in every district with any disabled man who may desire to avail himself of it.

Arrangements should be made for registering every disabled man, on or before his discharge from hospital, at the Labour Exchange of the district to which he is going. This could be done by means of a form to be filled up for him in hospital shortly before his discharge, showing the district in which he proposed to reside, the occupation which he desired to follow, and the name of his former employer if in that district.

CENTRAL AND LOCAL ORGANIZATION.

17. We have already expressed the opinion, on which we desire to lay particular stress, that the care of the sailors and soldiers who have been disabled by reason of service in the War is an obligation which should be undertaken by the State. But it is evident that no single Department of Government could conveniently exercise functions so varied and so extensive—including, as, in our view, they should, the care of the disabled man's health, the provision of industrial training, and the finding of employment for him.

18. Until his discharge has been actually completed, the responsibility for his treatment will rest with the Admiralty or the War Office, as the case may be. But after his discharge, the duties to which we have referred would naturally fall to one or other of the Civil Departments. It will, however, be desirable that the cases referred to in paragraph 9 (*d*) should remain under the charge of the Admiralty or the War Office.

19. In order to ensure that proper attention is paid to the various needs of the disabled men we recommend the appointment of a Central Committee for the care of

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disabled sailors and soldiers, acting under the direction of some existing Government Department and charged with the duty of providing, through the agency of the appropriate Department, suitable assistance for those who may require it. For example, the cases referred to under section 9 (a) and (b) would probably fall within the scope of the National Health Insurance Joint Committee. Those under 9 (c) might be dealt with by the Home Office or the Local Government Board. In dealing with cases under 9 (d) the Committee would act in conjunction with the Admiralty or the War Office. Industrial training would be within the purview of the Board of Education and the Local Education Authorities; while the Board of Trade, through the Labour Exchanges, would give assistance in finding employment.

20. The comparatively small number of cases which did not fall within the scope of any public department would be dealt with by the Committee itself. For the above purposes it would require to have funds placed at its disposal.

21. Such a Committee should include representatives of the Admiralty, of the War Office, of the Board of Trade, of the Local Government Board, of the Board of Education (in relation to technical training), of the Board of Agriculture and Fisheries, of the National Health Insurance Joint Committee, of employers of labour, of trade unions or other labour organizations, and of the existing voluntary agencies for obtaining employment for discharged sailors and soldiers.

Having regard to the special requirements of Ireland and Scotland, a Subordinate or Branch Committee should be formed for each country, to act in co-operation with, and subject to the general control of, the Central Committee. Each of these Branch Committees should be represented on the Central Committee.

The Committee should have a paid secretary and a suitable staff.

22. The functions of the Committee would be:—

- (a) to arrange for the care and treatment of all disabled sailors and soldiers, immediately on their discharge, with the view of restoring them to health when possible, and enabling them to earn their own living;
- (b) to obtain early information of approaching discharges from hospital, and to arrange for the registration of every disabled man, who was capable of work, with the Labour Exchange of the district to which he was going;
- (c) to communicate with Public Departments with the view of obtaining employment therein for such disabled men as could properly be appointed to vacancies;
- (d) to organize public or private appeals to employers in order to secure their goodwill in filling any vacancies which were suitable for disabled men;
- (e) to appoint local committees (where necessary), or local representatives, to assist the Committee generally in the performance of its duties and especially in finding employment and negotiating with employers;
- (f) to organize and assist schemes for training men who were desirous of obtaining technical instruction to fit them for skilled occupations; and to arrange for their maintenance during the period of training.
- (g) to consider and deal with schemes for employing disabled men in agriculture and the industries allied with it;
- (h) to arrange for the emigration of men who were desirous of settling in other parts of the Empire.

23. While the Central Committee would be responsible for the general organization and control of policy, it must be recognized that a considerable proportion of its work would require to be dealt with locally.

The sailor or soldier will on his discharge naturally tend to return to his own neighbourhood, and will wish to find employment as near to his home as possible.

There should consequently be in every district someone ready to deal promptly with every case that may arise.

On the other hand, it is clear that when the total number of disabled men, who will require attention, is distributed among all the urban and rural districts, the number to be dealt with in any one locality will scarcely be sufficient to justify the creation of a new local organization in every district.

24. But if, in any particular locality, having regard to the number of disabled men and to the degree of local interest, it were possible to form an effective local committee to assist the Central Committee, we think that this should be done.

Even where it did not seem worth while to appoint a local committee, it might be possible to obtain the services of one or more residents in the locality to act as representatives of the Central Committee.

In London and a few of the larger towns, the number of disabled men is probably sufficient to make it worth while to appoint local committees forthwith. In others they could be appointed as and when the necessity arose.

25. It has been suggested to us that an organization so created might ultimately be utilized for the purpose of dealing with the employment of ex-sailors and ex-soldiers of all kinds, whether able-bodied or disabled.

The numerous agencies at present engaged on this work in different parts of the country, and the complexity of their operations, make it highly desirable that some step should be taken to co-ordinate their activities and to prevent overlapping.

But such a scheme does not come within the terms of our reference, and we are aware that the question has already received a good deal of attention elsewhere.

It is only mentioned in this place because it seems to us almost impossible to contemplate the establishment of two unconnected organizations—one dealing with disabled and the other with able-bodied sailors and soldiers.

26. We observe, moreover, that the Select Committee on Naval and Military Services (Pensions and Grants) has recommended the appointment of a Statutory Committee to deal with the pensions, separation allowances, and supplementary grants payable to sailors and soldiers and their dependants.

We therefore venture to suggest that some advantage might result from the constitution of one body, charged with all the functions to which we have alluded. In this way a more elaborate local organization than we have recommended for the purposes of this report might be justified.

SCHEMES FOR THE SETTLEMENT OF DISABLED MEN ON THE LAND.

27. Various schemes have been placed before us aiming at the settlement of disabled sailors and soldiers on the land. We think the matter is of great importance, but we are unwilling to express any opinion upon the merits of the schemes, because the proposals put forward are of a very tentative character and would require much further elaboration before practical effect could be given to them.

We suggest that the subject should be further considered by the Central Committee, whose appointment we have recommended, at the earliest possible date.

OPERATION OF THE WORKMEN'S COMPENSATION ACT, 1906.

28. We understand that in various quarters difficulties are apprehended in inducing employers to accept the services of partially disabled men, by reason of the liability imposed on the employer by the Workmen's Compensation Act, 1906, to pay compensation in respect of accidents arising out of and in the course of the workman's employment. We thought it right, therefore, to make special inquiry with regard to this question; and we are assured that no such difficulty need be anticipated in cases where the employer is insured against this liability. It appears that so far as the insurance companies included in the Accident Offices Association are concerned, the

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uniform premium ordinarily charged by the companies, covers all classes of employees, whether able-bodied or partially disabled; and that, save in very exceptional cases, no additional premium is charged on account of physical disability.

29. We think, therefore, that no objection is likely to be taken on this ground to the employment of a disabled man, except where the employer had refrained from covering his liability by insurance. Any such employer would usually be in a small way of business and would employ only a small number of workmen.

CONCLUSION.

30. In the foregoing report, we have thought it right to confine ourselves, in the main, to recommending the establishment of machinery for the purpose of dealing with the problem of the care of the disabled, and we assume that this view corresponds with the intentions of His Majesty's Government.

But we desire to bring to your notice the urgency of the questions into which we have inquired. Although the number of disabled men, hitherto discharged from the Navy and the Army, is less than might be expected, it is most desirable that an organization should be set on foot, at the earliest possible date, for the performance of the duties which we regard as properly falling to the State in relation to those who have suffered in its service. The number of men to be dealt with is growing day by day; and it is important that the new organization should be in working order as quickly as possible.

31. A summary of our recommendations is appended:—

- (i) The care of the sailors and soldiers disabled in the War is a duty which should be assumed by the State.
- (ii) This duty should include—
 - (a) the restoration of the man's health, where practicable;
 - (b) the provision of training facilities, if he desires to learn a new trade;
 - (c) the finding of employment for him, when he stands in need of such assistance.
- (iii) For the discharge of these duties, a Central Committee should be appointed, and empowered to act, either through the agency of the appropriate Public Department, or independently, as the case may require.
- (iv) The Central Committee should have the assistance of Sub-Committees for Ireland and Scotland, and Local Committees in any part of the United Kingdom, where the circumstances justified the establishment of such an organization.

32. We desire to place on record our appreciation of the services of our Secretary, Mr. H. J. Comyns, who has rendered all the assistance in his power, both in the conduct of the business of the Committee and in the preparation of this report.

We have the honour to be, Sir,

Your obedient servants,

G. H. MURRAY (*Chairman*).
 W. H. BEVERIDGE.
 CHARLES CRUTCHLEY (*M.-Gen.*).
 GEORGE FRANKLIN.
 ARTHUR HENDERSON.
 JOHN HODGE.
 PATRICK O'BRIEN.

CHARLES E. PRICE.
 FRANK PULLINGER.
 SANDHURST.
 LESLIE SCOTT.
 R. RUSSELL SCOTT.
 A. V. SYMONDS.

HENRY J. COMYNS (*Secretary*),
 4th May, 1915.

APPENDIX 5.

FUNCTIONAL READAPTATION AND PROFESSIONAL RE-EDUCATION
OF THE DISABLED VICTIMS OF THE WAR.

By DR. BOURILLON,

Director of the National Refuge for Convalescents, St. Maurice, France.

The immense number of mutilated and infirm soldiers whom the modern methods of warfare will return to civil life in such condition that they will be totally or partially incapable of earning a living by their own industry, gives rise to a social problem of the highest importance, and the future of these glorious victims is a woeful question.

We do not mean those only who, through amputation or ablation, have been deprived of essential limbs or organs, but those also in whom a weakening of the normal functions of these limbs and organs, due to wounds received or sickness contracted in defence of the flag, has more or less seriously impaired the capacity for work.

Readier thought is given to the amputated whose infirmity is more apparent to the eye and appeals more readily to the imagination; but is none the less worthy of interest the plight of those whom paralysis, ankylosis, tendinous and nervous sections or other injuries, sometimes apparently slight, render incapable of earning their living by the practice of their usual profession. This last point, more than the injury itself, constitutes the seriousness of the social position of the individual. For instance, an accountant, amputated of a leg, can resume his clerical work and do it as in the past without any reduction of salary, while a pianist deprived of the use of an indispensable finger by paralysis or the cutting of the tendons will be unable to exercise his profession and be reduced to poverty.

The relation between infirmity and profession is therefore the essential factor to consider from the point of view of the invalid's future.

The nation has the duty to make its best efforts to secure an honourable living for those who are unable to provide for themselves and families.

The pensions they will be granted, even with an increase of the present rate, will be inadequate for this purpose. Moreover, except in the case of the grievously wounded, victims of particularly horrible mutilation, to whom must be applied special measures such as lifelong hospitalization, it would be regrettable, from a moral, social and economic standpoint, to expose these glorious invalids to the temptations and dangers of a prolonged inactivity unworthy of them. Remember that these are citizens still young and, generally, with yet long years of life, and you will readily understand the importance for them as well as for society of the utilization of their productive energy.

For invalids must evidently be reserved all the offices they are able to fill in the administration of the State, of departments, societies, companies or organizations over which the nation has some authority, and a great many look forward to this solution.

But it is doubtful if employment can be found for all applicants. Moreover, these offices are now filled and will only gradually become vacant. Candidates shall have to wait patiently for months and years. But it is unwise to expose the invalids to a long wait for the desired situation. It seems dangerous inactivity with its long sessions at the wine-shops and, perhaps, at the street corner, with a beggar's extended hand. The invalid must not wait. Employment must be found for him as soon as he is able to work.

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In this connection arises a serious problem. Will disabled soldiers, as a rule, take advantage of the societies that are being organized to furnish them opportunities for the resumption of work? Persons in daily contact with those heroes who have given proof of their courage and energy feel the same anxiety. True that the heroic qualities of those soldiers remain, but as they are country people and workmen, there has arisen in their minds a certain spirit of confusion and distress by which profit ill-advisers to promote despicable schemes.

It is important that efforts should be made to eradicate the particular mentality which is being sought to create in our invalids, and which is disquieting for both the present and future.

The result would be that our disabled soldiers would refuse work and acquire a tendency to slovenness, drunkenness and rebellion.

Our all important purpose will be reached specially by an active and incessant propaganda. All of the individuals, certainly, cannot be convinced of the necessity of work and, unfortunately, a large number of disabled soldiers will be found a prey to want and debauchery; but even those must not later on have the opportunity to cast into their country's face the reproach that its heroic defenders were abandoned when they had most need of their countrymen's advice and protection.

Fortunately, all of them are not misled by these demoralizing tactics.

Yet, it must be acknowledged that in many cases incapacitated soldiers care very little to make a lasting effort to better the position into which they have been thrown by their infirmities. Many hope to go back to their old employment. Some depend for their livelihood on an all-provident-state, to compensate by employment of some sort, free of worry and arduous labour, for the insufficiency of their pension; others depend on some of those trades, ironically called "de fortune," which are often poor masks for beggary. A few make plans, attempting to adapt their manner of work and life to their physical condition, many of them giving proof of an ingenuity which is of great promise for the future. The farmers, for the most part, express a desire to go back to the land and, worthy of note and deserving of encouragement, is the same desire manifested among the city labourers who, in their distress, better appreciate the ease and economic advantages of rural life. But their most generally expressed wish is to go back home and regain their freedom; and it would be a great lack of foresight to ignore that wish.

It must not be forgotten that we have to deal with men ranging in age from 20 to 40 years, generally accustomed to a life of freedom; that many of them are married and fathers of families; that the unmarried may likewise intend to marry; and that they will not forego in any way their independence and leave their home for the purpose of going into apprenticeship. If, for instance, they are offered a place in some kind of professional institution which recalls, even remotely, the lyceum or the barracks, a large number will, without doubt, energetically refuse such a proposition.

France's duty towards the victims of the war is first of all a duty indicated by humanity and gratefulness from which she cannot escape. But the future of our maimed heroes has also many bearings on highly interesting social and economic questions, which cannot be expounded in this short summary. We shall therefore confine ourselves to pointing out the part which the disabled soldiers, considering their immense number, may play in the industrial, agricultural and commercial development of our country, and in the economic competition which will arise between the different nations of the world, subsequent to the disorders brought about by the war in international relations.

Considering that before the war there was in France a dearth of workingmen in almost all industrial departments, what will now happen when death has swept off part of our youth, and in view of the fact that according to the statistics for the first half-year of 1914, the death rate is much in excess of the birth rate?

We have numerous reasons to hope that out of the maelstrom we are going through there will fortunately be born a happy tendency towards re-population; but we would now be lacking in foresight were we to ignore our disabled soldiers' productive value, reduced of course, but still of some worth to farming and industry.

It is therefore important to choose among the professions which may be exercised in spite of various infirmities, those which suffer from lack of hands, so as to direct towards these open industries our incapacitated soldiers who could not readily secure positions.

The present statement is somewhat extended, but it must necessarily be so in order to have sufficient scope for the treatment of this altogether new and complicated question, that of society's duty to afford the greatest possible protection for those who have been disabled in their country's service.

Humanity and brotherhood call for it; and it is also an act of social and economic foresight.

How may this protection be extended to the soldiers keeping sight at the same time of the interest of the individual and of the community? This is what we shall have to examine.

In the first place the state has to see to the support of those who are so severely mutilated that they have become unable to earn their livelihood.

As to the invalids who are still able to work, the state must first reduce as much as possible their functional disability, and secondly increase to the utmost whatever working ability they still possess.

The medical and surgical cares which have already been given to invalids of the first category should, during convalescence, be continued in special state establishment by functional re-adaptation, by means of certain treatments such as orthopædic surgery and physiotherapy.

For invalids of the second class, new conditions must be created, to enable them to undertake an apprenticeship and follow an avocation compatible with their infirmities.

The Government cannot be indifferent to this technical re-adaptation, but it must seek in this matter the fruitful help of the departments and the municipalities as well as invoke private initiative.

INSTITUTIONS FOR CONVALESCENTS AND FUNCTIONAL RE-EDUCATION.

There are as yet no statistics as to the number of injured and maimed who will be unable to resume their former occupations. All we may affirm is that it will figure up in the thousands. Numerous will be the maimed who have undergone amputation or are suffering from the total loss of certain organs, but the lame and crippled will doubtless be much more numerous.

We will have then to deal mainly with those suffering from ankylosis, imperfect consolidation, contracted or severed tendons and muscles, atrophy, paralysis in all stages, etc., etc.

Many of these ailments are, as we have said, susceptible, to a certain degree of a restoring surgical or physiotherapeutic treatment.

This supplementary treatment is of considerable importance from the moral as well as financial points of view, for while it is being developed by active and intelligent therapeutics the capacity for work of each invalid, will also be lessened in notable proportion, on the one hand, the physical and cerebral effort necessary to the acquisition of a trade and, on the other hand, the rates of pension to be paid. As stated by one of our eminent surgeons, 'This will mean the economy of millions in our future budgets.'

The State having a paramount interest in the prompt and complete recovery of the wounded of the war, the centres of functional re-adaptation must be left under

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the exclusive control of the Army Medical Service. The national home for convalescents (Asile National des convalescents), at St. Maurice, near Paris, (700 beds), already exemplifies the almost perfect type of great institutions of this nature.

This institution, which, since the war, has become the military hospital of St. Maurice, is admirably adapted to this purpose. Besides its location in a magnificent park, and its internal appointments, it is provided with surgical and mecano-therapeutic appliances, ordinary and vapour baths and showers, to which have recently been added hot air apparatus; electrotherapeutic treatment is here applied in the most thorough manner. It has been thought logical that the greatest possible number of injured should benefit by these advantages, the home proper being reserved to those who are susceptible of functional re-adaptation with a view to ultimate apprenticeship to a trade.

It constitutes a centre of functional re-education which may serve as a model for the creation of similar establishments.

The choice of the medical staff, of managers and overseers requires careful attention, for with sustained activity and devotion they must combine a certain fitness in the art of convincing men. It is, indeed, most important that the inmates of hospitals be persuaded, if not forced, to submit to a treatment which, it must be admitted, some will reluctantly accept, since its purpose is to lessen their disability and, consequently, to reduce the amount of their pension.

It is during this period of residence in these centres of functional re-adaptation that all necessary measures must be taken with a view to a prompt award of the pension or allowance as soon as the condition of the wounded makes it possible to determine exactly the degree of final disability.

It is also during this period that the maimed shall be provided with prosthetic appliances. This important question must be studied by the health authorities so as to avoid having appliances supplied by the military service and recognized as unsuited to the apprenticeship of certain trades afterwards discarded for others. The judicious choice of these appliances is so essential that too great care cannot be taken to attain as nearly as possible to perfection.

It is lastly in this period that must be exercised the moral influence which will prepare the invalids to face with fortitude the duty of work, as far as their strength and infirmities permit.

The propaganda in favour of apprenticeship will produce all its effects only if it is accompanied by definite offers which are sure of prompt realization.

We repeat that the work of professional re-education must be applied to disabled soldiers as soon as their condition shall permit. But in what manner? There are several systems, some of which may be operated simultaneously so that those directly interested may choose that which suits them better. Others may be combined according to circumstances. These systems are:—

1. Schools, with workshops especially reserved for invalids.
2. Boarding-houses, with apprenticeship in private workshops or ordinary industrial schools.
3. Organized corporative workshops for invalids where professional grouping shall be encouraged and, if necessary, subsidized by the State.
4. Individual allowances to permit invalids to follow an apprenticeship in or near their own homes.

1. *Industrial Schools.*

These schools, which may be established by the State, by provinces, municipalities or private enterprise, seem to a great many the best remedy for the hard conditions in which numerous invalids will be found. But it behoves us here to make a few reservations.

The organization and operation of these schools are surrounded by serious difficulties of all kinds. The number of workshops, necessarily limited, will not suffice for the infinite variety of infirmities, which would often permit the practice of more profitable trades. It is, moreover, to be feared that the practical results given by these schools will not be proportionate to the moral and financial effort they will require. However, most of these difficulties may be overcome, and the advantages resulting from a moral and professional direction, rationally studied and applied, will compensate for the other drawbacks. But the main obstacle to the success of the system lies in the aversion of invalids for schools which will keep them from their homes and curtail their independence.

Some caution is therefore necessary in the establishment of these schools.

We think, however, that steps should be taken towards the realization of this scheme, partly to satisfy public opinion, but mainly to try an experiment which, for divers reasons, may have more satisfactory results than are presently foreseen.

One of the arguments in favour of the workshops is that they may be subsequently used to give employment to those invalids who, even though working conscientiously, could not sufficiently provide for their support. These could be retained or permanently admitted to these workshops which would thus continue in operation in the future. Again, they could be used later for the technical education of the victims of industry so numerous since the development of mechanical production.

It is important to locate these centres of professional re-education as near as possible to the centres of functional readaptation. Intimately bound one to the other, as they are at St. Maurice, they can thus constantly collaborate and seek the same purpose in a mutual understanding favourable to success.

This close intimacy offers also the great advantage of facilitating the immediate transfer of the invalids from the first to the second centre, which, as we have seen, is an essential point.

The Vacassy Institute, adjoining the home for convalescents, has thus been easily transformed into a National Institute of technical re-education. Courses of primary instruction, indispensable for the illiterate, unfortunately too numerous, are being established, as also classes in industrial designing, and workshops for tailoring, shoemaking, bookbinding, harness making, morocco dressing and similar trades. Other occupations will be added according as the need is felt.

2. *Boarding Houses with Private Workshops.*

Here is how the second method could be applied:

A house having at its head a manager of high moral qualities would receive the invalids who would there find free rooms or dormitories and a restaurant. The necessary tools would be supplied, and perhaps also, if need be, the clothing.

The men would be placed in apprenticeship in private workshops or technical schools, under conditions to be determined according to the different cases or localities.

The invalid would thus enjoy a relative freedom which he would prefer to the regime, however liberal it might be, of a teaching institution, and this would encourage him to begin and continue his apprenticeship. Another advantage of this method is that it would open to apprentices an unlimited number of professions and leave them free to choose whichever one is best suited to their infirmities, their aptitudes and inclinations.

These very appreciable advantages have as counterparts the drawbacks of a moral direction and a supervision harder to exercise, and of demoralizing associations with fellow-workmen. Certain of these instead of encouraging the invalid to industry, attempt to convince him that he could lead an easier life on public and private charity. Experience on this point with the civil class of invalids leaves no possible doubt as

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to the disastrous effects of these repeated suggestions. And lastly, apprenticeship submitted to the domination and caprice of bosses does not seem to give as favourable results as those of a professional education in technical schools under the direction of teachers specially prepared for this work. But in spite of all these objections, which can partly be avoided by attentive and fatherly direction, we think that this method is destined to render better service than the schools. It will be applied at Paris, in a large furnished house, situated at No. 4 rue Rondelet, in the very centre of a workingman's quarter and belonging to the National Home for convalescents of St. Maurice. An appeal will be made to Parisian manufacturers, who have promised their generous co-operation, to admit invalids to apprenticeship.

3. *Organized Corporative Workshops for Professional Groups.*

The economic crisis which began with the war will continue long after the conclusion of hostilities. One of its direct effects will be the scarcity of hands. Some trades will be seriously affected, but mainly those in which were employed Austro-Germans, so numerous in France before August last.

It is, therefore, readily understood that manufacturers and heads of syndicated industries have conceived the idea of utilizing, when their operations are compatible with the existence of certain infirmities, the services of the invalids of the war.

However, no corporation seems to have as yet organized for its own purposes workshops for the instruction of invalids. But a few projects have been formed which deserve encouragement, and were they realized in a large number of trades, great advantages would result for the future of the invalids as well as for the revival of certain industries which are now suspended, or have even completely disappeared from our country. Serious economic difficulties would thus be happily solved, and the intervention of the State seems, therefore, to be amply justified, not only in fostering these enterprises, but also in granting them in different ways the necessary financial assistance.

4. *Individual Allowances.*

Finally, there is a more general means of facilitating for invalids the apprenticeship of a new trade. It would consist in the grant of daily allowances to invalids, the rate being proportioned to the degree of disability, the amount of the pension and different other factors. In principle, the allowance, added to the pension, should amount to the average salary of the workmen of the district; it could be increased when a family has to be supported.

The allowance would cease after a definite period, which should not probably be more than a year, most of the apprentices receiving then a reasonable remuneration. It is well understood that the allowance would be paid to those only who really worked in the workshops or were employed by the private concerns designated to them.

This seems an interesting scheme, as it offers numerous advantages over the other systems.

The main advantage is that it would find favour with the large majority of invalids. The possibility of resuming in perfect freedom their ordinary mode of life, in their home and with their families, in city and country, would appeal the more strongly to them as they would be assured of means of livelihood for themselves and families during their apprenticeship. Even in small villages they could learn one of the countless trades found everywhere, such as shoe-making, tailoring, joinery, tinsmithing, basket-work, chair-mending, harness-making, etc., without mentioning those proper to each district. Agriculture, itself, could find here means of developing some of its branches; apiculture, arboriculture, dairying, etc., in which mutilated peasants would find new sources of revenue that would keep them on the farm.

In cities, the apprentices could avail themselves of the corporative workshops of which we have just spoken, or find employment in ordinary workshops.

Each invalid would thus create for himself a situation which might not always be highly remunerated, but which, especially in a country where life is so cheap, would compensate for the insufficiency of the pension.

One of the main obstacles to the application of this method is the difficulty of ascertaining if the beneficiary of the allowance is really following his apprenticeship. The supervision would indeed be fraught with difficulties.

The second obstacle is that of the considerable expense resulting from the payment of these allowances.

An estimate can hardly be made before the number of invalids, the rates of allowance and the mode of distribution are known. But it must be kept in mind that this expense will be limited to a year and that it will doubtless render unnecessary the general increase in pensions already forecasted, for it will constitute a more moral and economical solution of the problem of the invalid's future. It is indeed evident that this measure shall apply to those only who really need such assistance, and this during the period of their greatest trial,—that which follows their return home. A solution that should commend itself to public opinion and Parliament shall have been found when, after provision has been made for the invalid's support during the first year, he can be taught a trade assuring his future.

Moreover, the number of technical schools would thus be reduced, for there is no doubt that invalid apprentices would prefer the allowance system.

Considered in this light, it seems that the expense resulting from the payment of individual allowances would probably be less than would appear at first sight.

A thorough study of the question, rigid regulation and strict supervision would doubtless prevent the abuses to which certain laws of social solidarity have given rise.

Protective and Benevolent Societies.

Each of these systems of professional re-education must be supplemented by protective and benevolent enterprise based on the same principles as those which have inspired the establishment of institutions for the blind and the deaf and dumb.

Anti-Alcoholic Action.

The eyes of the most obstinate have been opened by the present war to the frightful dangers of alcoholism for France. While waiting for the measures which Parliament must of necessity enact against this dreadful scourge, nothing should be neglected to protect our invalids from the effects of the most prevalent and fearful passion of the disabled of civil life.

CONCLUSIONS.

1. To the State alone belongs the duty to assume, under the authority of the Minister of War, the supervision and responsibility of the sick and wounded of the war until their complete recovery, or until it is evident that medical or surgical therapeutics are powerless to improve their physical condition.

Treatment begun in ambulances and hospitals is completed in centres of functional re-adaptation.

2. The State must also, through the ministers concerned, see to the complete maintenance of the totally disabled who can no more earn their living; and for the lame and maimed who are found still capable of receiving a sufficiently remunerative salary, to provide the means of acquiring a profession the exercise of which is compatible with their infirmity.

To this end, the State can approve, provoke and encourage the creation by the different Departments, municipalities, private or public societies of centres of technical re-education which should, as far as possible, be located in the neighbourhood of

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centres of functional re-adaptation, or at least be operated in conjunction with the latter.

3. Four methods may in the main be adopted for the purpose of facilitating the resumption of work by the war invalids who have become unable to resume their old avocations.

These are:—

Schools with technical workshops specially instituted for invalids;

Boarding houses which would permit invalids to make an apprenticeship in already established workshops or technical schools.

Corporative workshops established for the use of invalids by corporate professional associations to whom the State might give encouragement and financial aid.

Grants made to individual invalids to allow them to make their apprenticeship at home or near thereto.

4. All these methods may in practice be modified to suit particular conditions. The more elastic they can be made in their application, the more beneficial they will be, when one considers the infinite diversity of conditions to which they must be applied.

It appears, nevertheless, necessary to enunciate certain fundamental principles which may help to direct those who may be called upon to organize those various systems of apprenticeship.

(a) The invalid, before being submitted to technical re-education, as soon as his health allows, should, if it be found necessary, be made to undergo a preliminary functional readaptation and be supplied with practical prosthetic appliances, so that his working efficiency may be brought to a maximum.

(b) The invalid should be made to undergo this re-education as soon as he is able to work. Any delay in so doing may impair his disposition to go to work.

(c) For every invalid, that profession which is as nearly as possible the most appropriate for his particular infirmity should be chosen, so as to bring to a maximum his working capacity. Account must also be taken of the technical knowledge he already possesses, as also of his mental acquirements, his aptitudes, his degree of instruction, his personal desires and the needs of the community where he will have to earn his living.

(d) Those trades which he can ply at his own home should be the first choice in order to keep the invalid away from the workshops, which may become a danger to him both on account of possible accidents and from a moral viewpoint.

(e) Avocations which are not already overmanned should be preferred, in order that the apprentice may readily find occupation, and that industries which suffer from lack of hands may be helped. These avocations will vary according to the localities where the invalids will have to set up their residence.

(f) The length of time to be devoted to that technical re-education should be made as short as is compatible with practical results in order to meet the intense and legitimate impatience which most of the invalids have of returning home and enjoying their freedom. It is important, however, first to make sure that their instruction is sufficient to allow them to earn from the start a salary sufficient to meet their living expenses, and also to enable them to continue without difficulty their technical education in the community in which they will now have to live.

(g) It is desirable to organize this re-education on such principles that the invalid, as far as possible, may not be tempted to leave his ordinary place of residence, and that the exodus from the country to the large cities may not be encouraged.

(h) In local centres, there should be organized an anti-alcoholic propaganda, and labour and employment bureaus for these apprentices.

St. Maurice, May 1, 1915.

DR. BOURILLON,

Director of the National Refuge for Convalescents.

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APPENDIX 6.

COPY OF LETTER WITH ENCLOSURES TO THE RIGHT HONOURABLE SIR ROBERT L. BORDEN, G.C.M.G., FROM MR. C. ARTHUR PEARSON, CHAIRMAN BLINDED SOLDIERS' AND SAILORS' CARE COMMITTEE, LONDON, ENG.

August 12, 1915.

MY DEAR SIR ROBERT,—I enclose the documents of which I told you yesterday. I hope they will not be too lengthy for your perusal. In conjunction with the little pamphlet, also enclosed, they give I think a fairly thorough account of our doings here.

The man who was waiting to talk to me on the Terrace last night as you left was Mr. John N. Raphael, who had just come over from Paris, and had visited the Convalescent Home for Blind Soldiers in the Rue de Reuilly. He confirmed the opinions I had already heard expressed about it, to the effect that it in no way compares with St. Dunstan's for variety of occupation and charm of surroundings. It is just a bare, whitewashed institution run on institution lines, and the only industries being taught there are basket-making and brush-making, the latter of which is, in the opinion of experts in this country quite unsuitable as a home industry for blind people.

It was a great pleasure to meet you and to have the opportunity of showing you round here.

Yours sincerely,

(Signed) C. ARTHUR PEARSON.

P.S.—Signor Giole the Italian to whom my letter is addressed, is himself a blind man.

August 12, 1915.

DEAR SIGNOR GIOLE,—I have your letter, and hasten to answer the queries in it to the best of my ability.

Let me begin by congratulating you upon the way in which you have overcome your misfortune. I trust that your efforts to ameliorate the condition of Italian soldiers who lose their sight in the war will prove successful, and certainly your own example should be a great inspiration to them.

And now to deal with your questions:—

(1) Our blind men here use ordinary gardening tools. The only special appliance they have is a narrow board, about six feet long, with large notches at intervals of a foot and smaller ones at intervals of three inches. This acts as a guide for spade or fork, when they are digging, and enables them to put in vegetables and plants straight and at regular intervals. We also use a knotted string for this purpose. Some men prefer the board and some the string.

(2) We have no rabbit farm. I do not see why blind men should not be perfectly able to engage in rabbit rearing. There is no reason whatever why they should not milk cows, and be generally helpful about the farm, but for dairy work generally we think here that a blind man should be employed on a dairy farm where he can have the help of sighted workers.

(3) The breeds of poultry we have here are White Wyandottes and Rhode Island Reds, both of very well-known laying strains. They are good layers and good table-

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birds, and also hardy. We use incubators, and have hatched out several lots of chickens successfully from them. Our more advanced pupils can take an incubator to pieces and put it together again, and tell with their hands whether the incubator is at a proper temperature. We use foster-mothers when the chickens come out of incubator. One of our men who had never done any carpentry before he lost his sight has made a most excellent foster-mother. It is made as well as it could be by a sighted carpenter. While on this subject I should like to tell you that we encourage all our men who go in for poultry-farming and market-gardening to learn carpentry, a knowledge of which enables them to make their own hen-coops, foster-mothers, etc., and effect any general repairs that may be needed.

(4) The regulation hour for getting up is 7 o'clock, though a considerable number of men—some mornings as many as twenty—get up and go for a row on the lake at 6.30. An orderly is in the room with the men while they are getting up, but they require very little assistance, learning to dress and shave themselves quite easily. Breakfast is at 8. After breakfast, the men make their beds, fold and brush their clothes, and do other simple domestic duties, after which the newspaper is read to them for about an hour before the morning working hours begin. These are from 10 to 12 o'clock. One-half of the men then learn Braille reading, writing and typewriting, and ordinary typewriting, while the other half are in the workshops or at massage-classes. From 12 to 1 they walk about the grounds or are taken out by relatives or friends. At one o'clock they have dinner, and from 1.30 to 2.30 several times a week there is an entertainment, for which we have no difficulty in securing the services of leading actors, singers, music-hall performers and amateurs. The afternoon working hours are from 2.30 to 4.30. At 4.45 tea is served, and at 5.15 every one goes out for a row, or a good walk. All the men must be in by 8 o'clock, and no visitors are allowed after that hour. At 8 o'clock the men have supper, the evening newspapers are read to them when they have finished, and they get off to bed between 9 and 9.30.

There is no work on Saturday afternoons or Sundays.

The working hours may appear to you to be short, but I attribute the extraordinarily rapid progress which the fellows here make to this fact. I am quite sure that long hours of work are an undue tax on the newly-blinded man, and that he makes far quicker progress working short hours. Many of our fellows, as a matter of fact, put in an hour or so extra a day in the workshops and all are encouraged to do this.

(5) The cost of maintaining this establishment is borne by the Red Cross Society and the National Institute for the Blind, of which I am President. Each has so far subscribed £2,000. The National Relief Fund, which I was largely instrumental in raising, has contributed £15,000 for the cost of training and settling the men in life when they leave here, and we are permitted to use £3,000 of this money for up-keep if necessary. We invite contributions from the public for expensive apparatus, such as type-writers, for luxuries, such as motor drives, and to pay the travelling and living expenses of near relatives of the men who come from different parts of the country to stay near by for a few days at a time.

The cost per head is difficult to figure out. We have a great number of voluntary helpers. For example, forty-two people come more or less regularly to teach Braille and typewriting; we are continually paying the expenses of men who go home for a short time, and those of their relatives who come up to stay near them. In many cases we provide the men with clothes, while medical and dental necessities run away with a good deal of money. Were our costs kept down to bare necessities, £1 a week per man should be sufficient.

(6) St. Dunstan's is the only place in England where blinded soldiers are cared for. I enclose copy of Notice issued by the War Office with regard to this point.

We have at present 71 inmates, including four officers. These latter, however, are just leaving to live in a house in another part of London. Their number will shortly

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be doubled; they will come here for work. Our accommodation allows us to take in 120 men, and as some of those we have now will be shortly ready to leave we hope that with comings and goings this accommodation will prove sufficient. If this is not the case, we shall put up temporary buildings to any extent necessary.

I have had no letter from Mrs. Trousaïd with regard to a carpenter. Though our men do some work modelled on the Swedish system, the carpentry taught here in the ordinary way is of the usual kind. The teacher of this, as in the other industries pursued, is a blind man. I attach great importance to the blind teacher.

I hope that the information I have given you will be of use. Please call upon me for anything further you wish to know. I enclose an account of some recent boat-races in which our fellows took part, which will show you they are learning to play as well as work.

Let me end by thanking you very sincerely for your kind offer of help, of which I shall certainly avail myself should necessity arise.

I shall be very interested to hear from you a little later on as to the progress your fellows are making.

Yours sincerely,

(Signed) C. ARTHUR PEARSON,
*Chairman, Blinded Soldiers' and Sailors'
Care Committee.*

CARE OF BLIND SOLDIERS.

War Office Interest.

(From the London *Daily Telegraph*.)

It is officially announced through the Press Bureau that the Secretary of State for War has approved of the arrangements which have been made for providing additional accommodation at the Blinded Soldiers' Hostel, at St. Dunstan's, Regent's Park, London, N.W., to an extent which will enable 120 men to be cared for and trained there.

These arrangements include the erection of spacious workshops, besides those already in use, and considerable additions of a temporary character to the house.

The War Office approves of the work of the Blinded Soldiers' Care Committee, and is satisfied that this organization will meet the needs of all those who may be blinded during the war.

(Extract from an English paper:)

BLINDED SOLDIERS' RACES.

Pathos and Enthusiasm.

A splendid example of the undaunted spirit which animates our troops was shown yesterday on the Thames at Putney when crews composed of soldiers blinded in the present conflict, from St. Dunstan's Hostel, Regent's Park, competed with blind students from the Worcester College for the Higher Education of the Blind in single-pair sculling, double-pair sculling, and a race in four-paired boats.

Prior to the races, a party of over fifty blinded soldiers from St. Dunstan's Hostel arrived on motor omnibuses singing merrily, "Here we are again" to the accompaniment of a mouth organ energetically played by another wounded warrior.

The steam launch *Putney* followed the competitors over the course, and the enthusiasm shown by the blind heroes aboard on behalf of their comrades in the races

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was as intense as it was pathetic. Cries of "Go it St Dunstan's" were mingled with eager inquiries as to "Who's leading now," and though, of course, unable to witness the sport, the men instinctively climbed upon every point of vantage and gazed with sightless eyes in the direction in which the boats were moving..

Despite their encouragement, however, Captain Owen, in the singles, was beaten by Mr. Tracy, from the Worcester College, after a keenly-contested race, the winner finishing but a quarter of a length ahead. The success of the St. Dunstan's crew in the doubles which was won by a length, was the signal for a fresh outbreak of cheering from the "Tommies" aboard the launch which would have been a fitting accompaniment to a victorious charge. Even the ovation was surpassed when the St. Dunstan's crew, in the fours, passed the winning post three lengths ahead of the Worcester men.

Of the military competitors, Captain Owen (Cape Mounted Rifles), was deprived of his sight whilst fighting the Germans in South Africa. Private A. Woollen (2nd Wilts), who suffered similarly from the effects of a hand grenade, is learning massage at the St. Dunstan's Hostel, and Private W. Cromwell (5th Gloucesters, T.F.), is rapidly becoming a skilled boot repairer. Private "Jack" Steel (2nd Cameronians) is learning basket and mat making, and Private Tom Milligan (Irish Guards), who had a remarkable escape from death, the optic nerves of both eyes being severed by a bullet, is becoming proficient as a masseur, as is also Gunner Bates (R.H.A.), the latter having been blinded by the bursting of a shrapnel shell near him. Lance-Corporal Pettitt (K.R.R.) is learning joinery, and is shortly going up for the Braille certificate of the National Institute for the Blind, which has already been gained by Milligan and Bates, who are stated to be the two most expert readers and writers of Braille at St. Dunstan's. Milligan, Bates, Pettitt, and Woollen have all passed the typewriting test, with the result that they have each become possessed of a typewriter.

At the subsequent luncheon to the crews at the Vesta Rowing Club's quarters, Mr. C. Arthur Pearson (founder of the St. Dunstan's Hostel), said that such events as this were going to be a great thing for blind people all over the country.

32 Avenue d'Iena, Paris, May 7, 1915.

To the President Paris Branch, British Red Cross Society.

DEAR SIR,—According to your instructions I visited on two occasions the Convalescent Home for Blind Soldiers in the Rue de Reuilly. I was received at my first visit by Dr. Pompeani, one of the medical officers in charge. On the second occasion I had the pleasure of meeting M. Paul Emard, the Hon. Secretary of the Home, and M. Rene Vallery-Radot, President of the society "Les Amis des Soldats Aveugles."

I wish in the first place to express my appreciation of the very kind reception I received at the hands of the above-mentioned gentlemen, who showed me round the building and gave me much interesting information.

The Convalescent Home is situated in the southeast district of Paris, at 99bis Rue de Reuilly, in a large building, formerly occupied by a school run by a religious order which was dissolved at the time of the separation between church and state, which means that the premises have been vacant and neglected for the last eleven years and that considerable trouble has been expended to get the place into running order again.

The Ministry of the Interior and the Ministry of War, acting conjointly, commandeered the house and grounds (which were in the custody of the Government) and the Home received its first inmate on March 29, of the current year.

Officially the Home is an annexe of the famous old Eye Hospital known as the "Quinze-Vingts." It is supported by the Ministry of the Interior and by the Ministry of War. Important additions to the regular income are derived from a society, recently founded by M. Rene Vallery-Radot, with a view of giving assistance to blind soldiers and which is known by the name of "Les Amis des Soldats Aveugles." Further reference will be made to this society later.

The general management of the Home is entrusted to M. Paul Emard. The medical officer in charge is Dr. Valude, physician to the Quinze-Vingts. He is assisted by Dr. Pompeani and by several orderlies of the Army Medical Service. A staff of voluntary lady helpers also renders valuable assistance.

The Home has received to date 70 blind soldiers. More extensive accommodation is being rapidly provided and very shortly 250 beds will be ready for occupation. This number will ultimately be raised to 300 or 350.

The patients are divided into a certain number of large and airy dormitories. Those requiring special medical or surgical attendance are placed in an infirmary provided for the purpose. The inmates have their meals in a large refectory. A large room has been fitted up with several up-to-date bath tubs and the necessary appliances for shower-baths. Several workshops are already in operation. The general appearance of the place is one of great cleanliness (it has been white-washed and painted afresh quite recently) but there is no luxury.

At the back of the Home is a large garden part of which is planted with shady trees. The grounds are freely open to the patients.

The Home receives only soldiers that have become permanently blind as a result of injuries received in the War. The men have all passed through the Quinze-Vingts where they have received necessary treatment, operative or otherwise, and no treatment except the very simplest is supposed to be carried on in the Home.

It should be noted that a comparatively large number of wounded whose sight is irretrievably lost do not quite realize the fact. They still hope for some improvement if not for complete restoration of vision. Great care is taken not to shatter this hope, frail as it is, which helps the men to bear with greater fortitude their sad misfortune. The word "incurable" is never mentioned and it is a noticeable fact that most of the inmates of the Home are quite cheery and bright.

As soon as possible every inmate is taught to read and write by the Braille system. A library of books in Braille type is a feature of the Institute. M. Vaughan, a former director of the Quinze-Vingts, has suggested a device which greatly facilitates written intercourse between the blind and their friends. Each letterpress type bears at one end the Braille letter and at the other the corresponding Roman letter so that when the types are put together in the frame the sentences are simultaneously composed in Braille and in Roman and the same bloc can be read on one side by the blind and on the other side by ordinary people.

Every inmate is also taught a trade which will enable him to earn his livelihood later on. The trades most commonly taught at the home are brush-making, mat-making, basket-making, shoe-making, netting and a kind of rough embroidery called "macrame" which serves for cushions, coverlets and such like objects.

Those who are gifted with a musical ear are taught to tune pianos and also learn to play on the same instrument such as a piano, the violin, or the mandolin. Not a few go in for massage.

Instruction in the various trades is given in several workshops suitably equipped for the purpose. The teachers of these trades or arts are all men who were not born blind, but who lost their sight at the age of manhood. Thus is conversation made easier for both teachers and pupil having seen the things whereof they speak. Moreover by this system the example is constantly before the unhappy soldiers of men, who like themselves have enjoyed the blessings of sight and who have bravely overcome all difficulties and started life anew after permanent darkness had settled on them.

The most remarkable feature of the good work accomplished by "les Amis des Soldats Aveugles" is the admirable scheme by which the blind soldiers and their families are kept out of want.

In the first place the work done by the blind soldiers which in the Home is remunerated at the rate of 80 centimes per dozen small articles manufactured. Furthermore the articles are sold generally at a price much exceeding their real

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value. The total produce of these sales is pooled then divided up between the workers in proportion to the amount done by each.

Nor is this all. The society endeavours to provide work for the blind soldiers after they have left the Home. To this end a representative of the society is to be found in every one of the large provincial centres. Each of these agents keeps a register of all the blind soldiers in his district, and he keeps in touch with them and helps them in every possible way by finding occupation for them and by furnishing them at cost price with the raw material necessary for their trade. He also buys the articles that the maker has succeeded in selling by his own efforts so that in every case the blind soldier is sure to earn profits commensurate with his work and skill.

The society goes so far as to give a "dot" or dowry to the blind man who was about to marry when the war broke out, the idea of this dowry being of course to lighten as much as possible the burden which must necessarily fall with increased weight on the young wife.

It must be remembered that every one of these blind soldiers receives a pension from the State—like all the soldiers maimed for life. To this pension is added in certain cases the pension attached to the Legion of Honour or the Military Medal so that what with these pensions and the produce of his work the average blind soldier is pretty sure of succeeding in making both ends meet.

It is not too much to say that the society "les Amis des Soldats Aveugles" deserves a foremost rank among philanthropic organizations. Its work should be extensively known in all the belligerent countries and is well worthy of imitation. Its headquarters are at the Mairie du XIIeme, arrondissement, 130, Avenue Daumesnil, Paris. The president is M. Rene Vallery-Radot, 3, rue St. Dominique. The hon. treasurer is M. Hingue, 65, rue Buonaparte. The address of the hon. secretary, M. Paul Emard is at the Home, 99bis, rue de Reuilly.

There are five classes of members:—

- (a) Benefactors (minimum donation £20).
- (b) Founders (" " £ 4).
- (c) Donators (" " £ 2).
- (d) Annual subscribers of 8/ at least per annum.
- (e) Adherents who give a donation or annual subscription of any sum less than 8/.

In accordance with the wishes of the London Committee I have asked M. Vallery-Radot and M. Emard whether they would be willing to communicate with that body in order to exchange opinions, observations and results. Both these gentlemen expressed their delight at the proposal.

I venture to suggest that the London committee should seize an early opportunity of responding by forwarding some information regarding their own work.

I shall be most happy to send further details and to act as an intermediate agent between the two committees if it is considered that my services can be of any use. This would be in harmony with the ideals of the Paris branch of the British Red Cross Society which, owing to its situation and its knowledge of men and things on both sides of the channel, could be utilized with advantage as a connecting link between the beneficent forces at work in Britain and France for the relief of our wounded and crippled soldiers.

I am, dear sir,

Yours very faithfully,

(Signed.) CHARLES G. JARVIS.

APPENDIX 7.

Article by Mr. J. Varendonck, 9 Wordsworth Avenue, Cardiff, Wales, late Lecturer at the Paidological Faculty, Brussels, Belgium, in the "Welsh Outlook" for August, 1915.

SCHOOLS FOR DISABLED SOLDIERS AND SAILORS.

LESSONS FROM FRANCE AND BELGIUM.

The fate of the soldiers and sailors whom the present war will render unable to take up again their former professions has already attracted the attention of the Government. A few months ago the President of the Local Government Board appointed a committee to consider the question of employment for disabled soldiers and sailors and to report upon the methods to be adopted for providing them with employment. Interested in the matter as I am, I have since been constantly on the alert to hear what measures would be taken in this country for dealing with the matter, but in vain: my curiosity has not yet been satisfied. I have thought it might be desirable to relate what I know about the matter and how the problem has hitherto been dealt with by the French and the Belgians.

The problem was not quite a new one for the Belgians, for before the outbreak of the war they possessed in their country a professional school at which disabled labourers were taught new trades. This school was founded in the province of Hainaut, a province quite comparable to the County of Glamorgan with respect to its coalfield, its industries, its population and the general state of the public mind; but with one difference, that in the Belgian province far more importance is attached to educational questions and especially to technical education. To convey a clear idea of what I mean it will be sufficient to say that the provincial authorities have everywhere organized technical schools for the labourers, of which the Labour College of Charleroi, with its 1,500 pupils, is the most brilliant example. The distinguishing feature of this college, as well as of all similar schools in that province, is that the intention is to form excellent, skilled workmen and not mainly foremen, as is the case in countries where technical education is still in its infancy.

It was at the Labour College of Charleroi that the first school for disabled workmen was founded a few years ago, and at the end of 1914 other places such as Brussels and Tournai were following its example. It is probably due to the general experience which had thus been obtained of the problem, that the Belgian Government started at Rouen a large school for disabled soldiers as early as the end of last year. And it is noteworthy also that in French towns such as Lyons and Montpellier for instance, those who organized similar establishments were Belgians, who were only too happy to render assistance in this way to an allied nation.

The main object of the professional schools for the disabled is to save soldiers and sailors, many of whom are still young, from the disgrace of inactivity and dependency on others for the rest of their lives, and to spare the nation the burden of thousands of unproductive citizens who are perfectly capable of contributing towards the national welfare. They proceed from the standpoint that it is the duty of a community not to allow any of its disabled defenders to return home, after having been discharged without the means of again participating in a complete and normal life. It may be equally important to avoid fostering in them the illusion that they will be able to maintain themselves by adding to their pensions the income derived from such secondary posts as the nation was able to offer to her old soldiers in normal times. On the contrary,

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all those who, before they joined the colours, were accustomed to live by their daily earnings—and they form the great majority—ought to be convinced that it is to their interest to enter the professional schools, especially provided for them, at which they will be received, maintained and lodged gratuitously, while still receiving their pensions, till they are fully capable of living again by the fruits of their own labour. Everybody will agree that the foundation of such institutions is urgent, and that the question of their utility is beyond discussion. Let our investigation therefore be directed to the organization of such establishments as are now already in existence.

For the pupils themselves the most interesting question is that of the trades taught in the school. Here, of course, the general development of the mind of each man plays an important role, but the opportunities which the district, in which the school is situated, offers, are also an important factor. Such trades, however, as those of clerk, shoemaker, tailor, carpenter, bookbinder, vegetable grower, florist, are almost everywhere useful, whilst circumstances may give rise to the creation of courses for locksmiths, harnessmakers, cane-workers, jewellers, brushmakers, etc. The courses for the more intellectual workers are, in the case of disabled soldiers, the most popular. Some of them are satisfied with their elementary education, for they intend to become postmen, subordinate clerks in offices or hotels, and so on. They receive instruction in a lower form, whilst the pupils of the middle form go further in their general studies, which are so directed as to become immediately adapted to the purpose they have in view. But the higher form has always the greater number of pupils. There book-keeping, shorthand and typewriting become prominent. The pupils following this course are men who belonged formerly to trades of most varied characters: some of them, a few months ago, were labourers, in a factory where they will re-enter as clerks; some hope to get an official post, others intend to work in their family as small tradesmen or manufacturers. A certain number of them have the prospect of becoming commercial travellers, and therefore learn foreign languages with zeal.

The courses for the intellectual workers, with their manifold issues, present moreover the advantage of being suitable to men who have been deprived of one or other of their limbs. A one-armed commercial traveller is as good as a normal one; and the same may be said of a book-keeper. It is even interesting to note the rapid progress made by men, whom circumstances have compelled to make use of their left hand solely. Thanks to the counsels of devoted masters and the emulation inspired by the vicinity of similar misfortunes, they end by forgetting their infirmity, and the results are often surprising. But the transformation which the men in the less intellectual courses undergo is not less remarkable. The trade of a shoemaker is easy to learn and does not demand an expensive equipment; moreover, it can enable a man to live even in the smallest village and can be carried on at home. These are so many reasons why this trade is often chosen. Many of the men being married, their desire to return home as soon as possible and to remain there is only natural, and their trade, together with their pension, will enable them to maintain their families as before. Experience has shown that even the most unskilled farm labourer soon masters all the secrets of the profession, and it should be chosen by all those who like to live at home and are not afraid of working alone. It is open to those who have lost their legs but not to those who have been deprived of part of their upper limbs.

The same arguments can be advanced in favour of the tailor's profession. It is, however, curious to state that it is more often preferred by people from large and small towns, where previous relations justify the hope of a place at a tailor's shop or a large clothier's business. The fact that it involves a minimum of movements is an important factor in the eyes of those who have lost both their legs.

Those who follow the course for carpenters and joiners are attracted chiefly towards the lighter work of these trades, and in some places especially towards the manufacturing of small wooden objects and toys. Germany has made a profitable specialty of cheap wooden and other toys, and it seems to be now the right moment to dislodge them.

From a perusal of a pamphlet by Dr. Carle, surgeon of the "Ecole professionnelle des blessés de guerre de Lyon," to whom I am greatly indebted for many particulars, I learn that he has been promised the establishment of a toy factory which will employ many of his pupils; and I am aware that similar efforts have been made in this country. In any case there is a promising future for this branch of activity in which the greatest variety of wounded and amputated can be set to work. Although, of course, perfection is easier to attain with the use of both arms, one has seen one-armed men, wearing artificial limbs, use the lathe and the chisel in a wonderful manner.

In the first Lyons school, thanks to the active collaboration of local businessmen, bookbinding has been made a specialty for the one-armed. The assistance of some machinery is indispensable, but experience has shown that all the manipulations for the stitching and the most part of the binding is accessible to them. They learn readily and without help the different operations and only meet with certain surmountable difficulties when they begin sewing.

There are two trades for which Great Britain, and more especially London, is almost entirely dependent upon import, namely, the fine cane-work business and the growing of fine and early vegetables. Both trades are practicable in a great many different cases of disablement or amputation. It has come to my personal knowledge that some efforts, all of them successful, have been made lately to introduce into these islands the science of the Brussels vegetable and fruit growers, whose products are as well and favourably known in Paris as in London. Nothing would be easier than to start a course to initiate the disabled in this trade, which, considering the high prices paid here for vegetables, would provide its representatives with a better livelihood perhaps than any of the other professions which we have mentioned. As to the fine cane-work trade, which I believe to be almost entirely import business, too, here also a wide field of action lies open, and the profession is one which is equally accessible in a great number of cases.

Another course which met with much success at the Charleroi school, the prototype of the few already existing in the allied countries, was that for florists; and it is a healthy and a profitable one, too. If a school were started in this country I am of opinion that it should comprise from the beginning such a horticultural course, because there are nowhere more favourable circumstances. These are chiefly the extraordinary love of the people for flowers, the existence of a great many public gardens and of many well-to-do people who keep gardeners of their own, so that the demand for disabled skilled flower-growers might be expected to be abundant.

These few explanations will suffice to show how in general the tuition in schools for the maimed is carried on. As stated above, much depends in starting courses on the claims of the pupils and the local possibilities. It is, however, always prudent not to start too many courses from the beginning, for hitherto the amount of experience which has been got is rather small and every day seems to bring hints for fresh improvements.

In the Lyons school it has been curiously observed how little the former profession is of importance in the choice of the new trade, and with how much ease the pupils seem to develop. Among the pupils learning book-keeping there are a pork butcher, a cabinet-maker, two masons, a plumber, a wine-grower, two engineers; among the tailors are two farm labourers, a butcher, a cutler, and so on. And the observation becomes the more interesting when after a couple of months one sees as it were the gardener play with the joining-plane, and the mason with his awl, as old practitioners.

The fact that the school for disabled deals only with grown-up pupils, who usually are entirely conscious of their aim, explains for a great part the quickness with which they get on. There is, however, a curious first stage. The men are of widely different ages, mentalities and professions; nothing led them to foresee that they would be brought to learn a new trade; it is, therefore, not astonishing to hear that in the beginning the tendency of most of them is a feeling of repulsion, which is the more easily provoked,

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as, to the reasons for depression already given, there is added the disposition for greater physical fatigue. (They have been idle for a long time before coming to the school, and are not yet adapted to the work, so that they have still to learn how to perform it with the least effort.) Therefore, enthusiasm among the teachers is almost an indispensable requirement, for enthusiasm helps the pupils through this unpleasant stage, after which the quick progress referred to becomes the rule. It is thus obvious that the choice of the teachers is a most important question, and herein the help of the officials of trade unions, who know their men, has proved useful.

The surgical department has also an important role in the school. It is quite true that not only amputated men are the objects of its care, but wounded as well (that is to say pupils whom the consequences of a wound have rendered unable to take up their former profession) and both categories require the almost constant care of a skilled surgeon. The candidate-pupils who have lost a limb or part of it must be examined to ensure that the cicatrization is sound and definitive, that no fistula exists nor a painful point, suggesting the presence of a bone-splinter or a local inflammation. Clinic and radio-graphic information is necessary to settle this. Moreover the surgeon's advice and assistance is often required on the question of artificial limbs and apparatus. As their construction sometimes requires time the admission of the pupils is not delayed until they get them, but when they have worn them for a period it appears very often that they are susceptible of improvements suggested, most often, by the wearers themselves and throughout inspired by the need of adapting them to the requirements of the trade. The orthopaedist thus becomes a close co-operator with the teacher in the task of re-education, and experience shows that almost every day an old-fashioned apparatus is modified and perfected in the direction of the trades of the disabled. It is obvious that in this collaboration of educator and orthopaedist the surgeon is necessarily the third partner. The role of the latter is also very important for the examination of the wounded who intend to become pupils. It happens, indeed very often, that many of them are further liable to medical treatment which may improve considerably their case. A radiographical examination may prove that some ankylosis is due to the presence of bony remnants, the resection of which ought to be performed, or to fibrous parts which require a mecano-therapeutic treatment. Other impotences may be improved through electro-therapeutic or simply by a length of time, and the surgeon will only retain the peremptory lesions which are in fact incurable.

These are chiefly the questions to be dealt with by medical craft. As for the interior organization of a school for disabled this will seem to be of less interest for the reader. But perhaps another word may be said about the produce of the pupils and the establishment of the latter. The settlement of the first question was very simple in Belgium. The municipal services include everywhere the hospitals, asylums for the old and the blind, orphanages and other charitable institutions, so that there is thus an open market for the products of the labour of the pupils from the very moment they have passed a certain stage in their apprenticeship: boots, clothes, tables, books, flowers, vegetables, etc. In Great Britain where the scheme of social organization is altogether different, other solutions of this problem may have to be devised. In any case the money which is obtained in this way is put into a common fund which is the property of the pupils, so that they receive the full amount of their labour and are able to contribute in some cases towards their own establishment when they leave the school.

On the other side, the latter undertakes as far as possible the task of providing its pupils with suitable posts. Therefore, the organization of a registry-office is very advisable as an intermediate agent between the pupils and the employers. The latter must not necessarily intend to do a charitable action in making their offers, for it is understood that the school provides excellent workers who are only sent back into life again when they are in full possession of their trade and capable of forming themselves pupils if it should be necessary.

6 GEORGE V, A: 1916

The foundation of schools for disabled soldiers and sailors is very likely to be very soon proceeded with in Great Britain. Let me express the wish that when the thing will be done in industrial Wales, a certain number of these schools will—following the example of Belgium—be started with the intention of keeping them going permanently for the sake of the disabled civilians, who, although less glorious than their fellows on the battlefield, still become mutilated in the service of the community.

J. VARENDONCK.

Copy of Letter to Mr. Varendonck from the Secretary of the Military Hospitals Commission.

SIR,—I have read with very much interest the reprint of your article in the *Welsh Outlook*, and I should be greatly obliged if you would send me some further data bearing upon this subject.

The Military Hospitals Commission has been formed by the Government of Canada to take charge of the wounded and invalided members of the Canadian Expeditionary Force, on their return to this country. It is intended to place those who require such treatment in convalescent homes, and where training is necessary to fit the men for other occupations than those they previously followed, such training will be provided.

In view of the immense geographical area of Canada it will be impossible to operate a central school, and arrangements will have to be made whereby those who require training shall receive the same as near as possible to their homes.

As you have made a special study of this subject, you will doubtless be able to throw considerable light upon it and your advice will be of great assistance to me in preparing a definite plan.

I have the honour to be, Sir,
Your obedient servant,

(Signed) E. H. SCAMMELL,
Secretary Military Hospitals Commission.

September 7, 1915.

Copy of Letter from Mr. Varendonck to the Secretary of the Military Hospitals Commission.

SIR,—I have the honour to acknowledge receipt of your letter of the 7th inst., and have read with pleasure that you are very interested in the future of your poor disabled soldiers. Enclosed you will find the reprint of a second article which I have written about the question of the latter's re-education for the *Welsh Outlook*. (I will send you also within a few days the reproductions of some photographs which are in my possession.) No doubt you will find some interesting particulars in this second composition. I dare say I wrote it with the idea of suggesting between the lines a kind of general scheme which I should like to see adopted in this country, and for which I have in different ways done my best to win public opinion, not without a certain success. However, in view of the immense geographical area of Canada, which renders central supervision more difficult, the distances being so enormous, I should suggest to settle beforehand how many schools are nearly to be founded, bearing in mind the probable number of pupils and the provinces they come from, than to start a first school in a big place (which offers the opportunity of teaching various trades), to appoint the future headmasters, who must of course respond to certain special conditions, and have them attend this school for a certain

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period—say three or four weeks—so that they should have a certain amount of training and become acquainted with the peculiar and special problems with which they would have to deal. At the same time they should receive a course of lectures so as to equip them with a sufficient scientific or better theoretic knowledge, so as to avoid serious blunders. In the meantime the particular industrial requirements of each centre, which has to have its school, could be studied and consequently these headmasters would know before undertaking their work by themselves, which trades they shall have to teach in their schools. Practically there is no trade which cannot be taught to disabled men, provided one discovers first which kind of producing aptitudes are left to each particular individual, and afterwards one chooses exactly the profession in which he will be able to fully display these capacities. If these elementary precautions are omitted you risk not only to teach him a trade, which he will have to drop afterwards, or, what will happen more frequently, that the new workman will not be able to produce as much as the average man of his trade; and the latter, for multiple causes, is just the thing to be avoided.

There may be cases, of course, in which men cannot be restored to an average producing capacity, but only to a fraction of it. But those cases are exceptional, and then one must avoid for them those occupations which are exercised collectively. It might be interesting to suggest such men to produce together in a co-operative manner.

The organization of professional schools for disabled is not very expensive, because they do not require a costly installation. Moreover the staff consists only of the headmaster, a clerk (in France always a temporarily disabled soldier), a foreman for each trade taught, and where there are classes for intellectual workers, such assistant masters as may be required. Owing to scarcity of masters in France, they are for the most part non-professional volunteers—the surgeon only spends one hour or so daily in the school.

In all this I did not intend to speak about the blinded, but I can give you about their training all the particulars you might want.

I cannot but repeat that I should be glad to help you at the best of my ability in the execution of your designs. Moreover, I can obtain for you the services of a fellow-countryman of mine, who is actually headmaster of a professional school for disabled soldiers in France; he has started this school himself and is doing very well, the more so as he was formerly attached to a similar school for Belgian disabled workmen. His knowledge of English is rather imperfect, but he is very gifted for languages and would be able to speak it fluently in a few days.

I readily put myself at your disposal for any further information you might wish for, and

I have the honour to be, sir,
Your obedient servant,

(Signed) J. VARENDONCK.

September 18, 1915.

Article by Mr. Varendonck in the "Welsh Outlook" for September, 1915.

SCHOOLS FOR DISABLED SOLDIERS AND SAILORS.

As inquiries have reached me from different sides about certain questions arising out of the article published under the above title in the August number of the *Outlook*, I have decided to give some further particulars about the re-education of the maimed victims of the war. I do not intend to speak of the blind, because they have been more fortunate than their fellows-in-misery—various attempts having already been

made in this country to teach them a new trade. I took advantage of a visit to France, during the first days of August, to inquire into the state of the problem which the French nation has to solve as well as the British. I found that in at least twenty different towns the municipalities have already set up professional schools for disabled, whilst Belgium has started her own schools in Le Havre and is erecting a big one in Vernon. I visited some of these myself and found that the most perfect were the two schools in the city of Lyons. They were started in November, 1914, through M. Baseque, a Belgian refugee and professor at the Labour College in Charleroi, and the experience acquired during these ten months, as well as the technical knowledge of its founder, explain their relative superiority. The illustrations on another page convey, I think, a clear idea of the tuition which is given there.

A circumstance which struck me very much in the different schools which I inspected was the state of mind of the pupils. They were all of them spirited, lively and courageous, full of energy and hope and zealous beyond praise. What a good impression they created and how thankful one felt towards the municipalities which set up these schools! The men did not seem to be aware of their infirmity, and did not share the involuntary emotion which overcame their visitors at the sight of the moving spectacle! The headmasters then told me how entirely different their attitude was when they had first seen them at the convalescent depots before their arrival at the schools; then they were depressed, troubling about what would become of them after being discharged. They now felt they were going to become independent citizens again, helpful husbands and good fathers, able to earn the daily bread of their children; their present happiness seemed the result of their hopeful outlook and they were not in the least concerned about their immobilized or absent limbs. Each of my visits strengthened my admiration for these institutions and my opinion of their high moral and social significance.

I heard that all these schools are considered by the French Government as being continuations—a kind of branches—of the hospitals. The pupil-boarders consequently are treated as soldiers, and the establishment receives per head the ordinary grant made to military hospitals, viz., 2 francs 50 centimes a day. I understand that, in some places at least, if not in all, probably through the special intervention of local political leaders, an additional daily grant of one franc per head is made, and in that case this franc is added to the pupil's pension. Whilst Government takes thus charge of the maintenance and medical attendance of the men, the town council bears the expense of the organization of the educational department (salaries, equipment, etc.). But the French public, who seem to be extremely interested in these attempts of what they call "moral salvation," are lending or giving nearly all the appliances wanted (typewriters, small machines, etc.) and numerous are the volunteers who offer themselves to teach the maimed gratuitously.

Although the men are considered to be in a kind of hospital they nevertheless no longer receive the French soldier's pay but on the contrary, get, because it is high, the pension of the French private, which is 1 franc 70 centimes a day (1s. 5d. in English money). But as their training period will last nearly one year, their families would not in most cases be able to live upon so small an income, even with the additional franc referred to above, nor to await patiently the return of the certificated pupil. For that reason the "Federation nationale pour les blessés du guerre"—a sort of French Lord Roberts' Fund for the disabled soldiers and sailors—presided over by Maurice Barres, the academician and celebrated novelist, adds to this daily allowance a supplement of three francs, so that each man has a total daily income of 5 francs 70 centimes. Such is the situation of the pupils of the school started in Paris, in the rue des Epinettes, by Mons. Kulat, and I understand it to be the same everywhere. As a friend pointed out to me, in the case of some men, who were unskilled labourers before the war, they will be better off than before, as they will know a trade, receive a small but steady pension and live in the midst of the respect and consideration of their fellow-

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citizens, which their glorious wounds have already won for them. And who will not think that to be right and fitting?

Each school has a board of governors consisting of one or two delegates of the town council, the others representing by halves the local unions of employers and of employed. The duties of these boards are to prepare a budget and an educational scheme, and to carry them out after they have been approved by the municipality. At the end of their training period the pupils pass an examination, and are given a certificate, which states if the bearer is able to produce as much as a normal worker, or if his produce may be expected to be only fractional. This measure is precautionary in order to prevent men with a pension accepting work at cheaper terms than those fixed by their trade-union. I even understand that in some places there is a question of taking another precaution against possible unfair competition by pensioned workers, viz., to empower the board of governors to recover in exceptional cases the cost of the training. However, I imagine that only in a very few cases will the maimed, after their training is completed, not have the same value in their new profession as the average normal worker.

APPENDIX NO. 8.

Copy of Letter from Miss Grace S. Harper, Director of Social Service, Boston, Mass., to the General Secretary, the Charity Organization Society of Montreal.

MY DEAR MR. DEXTER,—I am exceedingly sorry to have been unable to answer your letter requesting information about our work for the handicapped, written early in August. Your task is indeed a tremendous one and I feel that we shall have very little helpful information to pass on to you.

Dealing with cripples in large numbers, as you may have to do, has the great disadvantage, of course, of not being individual work in the sense that we have had to consider it. We have found the physical disability by no means the greatest handicap, the character of the patient being a most important element when placing and keeping him at work.

We began our work for the handicapped by visiting many factories and classifying the processes which people crippled to various degrees might perform in competition with the able-bodied. I will enclose more information about those on another sheet. After canvassing these industries and finding a limited number of employers ready to give suitable applicants the opportunity to prove their capacity for filling the job, we next investigated the applicants themselves. We have made it our custom to ask employers merely for a trial of a patient, insisting that he should not be retained if not satisfactory. The cause of the handicapped has been greatly injured, I think, by placing unsuitable and incapacitated persons on a charity basis. As a matter of fact, also, persons accepted on such a basis are rarely kept for any length of time. They are usually dropped from the payroll as soon as their protagonist is no longer in touch with the employer.

I am enclosing a record form used by us in determining such facts as are of use in placing patients in positions. The attitude toward work and wages is of great importance. No patient should ever receive more than he is worth, the necessary amount of his own and his family's maintenance should be made up in some other way if his wages are not sufficient.

For practical work cripples can be classified under four groups, as follows:—

- a. Those able to work under ordinary conditions and without special training.
- b. Those able to work under ordinary conditions if trained for selected trades or processes within trades.
- c. Those physically unfit for the long hours and hard conditions of competitive industry—but able to work under special conditions, *i.e.*, a special workshop for cripples.
- d. Those who are incapacitated for work other than occupation for its therapeutic value.

The incapacitated should never be handled along with those having an industrial value. A central workshop would be almost an essential resource in dealing with cripples in large numbers, but only those falling in Group c should be allowed to become permanent employees in such a shop. It should be an experimental laboratory for determining the occupations suited to individuals and for giving training and making placements for those persons in industry. The incapacitated who need occupation for therapeutic or humanitarian reasons should be cared for under different auspices. Theirs are medical and relief problems,—not industrial.

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On the enclosed slip I have put down some of the industries which yielded processes suitable for handicapped persons. If you find that any of those is of value to you, I will be glad to go into the matter further.

Very sincerely yours,

(Signed) GRACE S. HARPER,
Director of Social Service.

September 9, 1915.

SOME INDUSTRIES HAVING PROCESSES WHICH SELECTED HANDICAPPED PERSONS CAN PERFORM IN COMPETITION WITH THE NORMAL WAGE EARNER.

Boot and shoe industry: stitching, vamping, buttonhole operating, eyeletting, tip repairing, etc. These processes required the use of one limb and full use of both hands. Watchmaking: most of the processes in watchmaking are sedentary. There are many unskilled occupations which, if a person has full use of both hands, can be easily performed.

Telephone operating. Commercial telegraphy. Jewellery manufacture. Machine stitching in all trades. Printing industry. Monotyping. Linotyping. Knitting industry. Leather goods manufacture. Tailoring.

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