

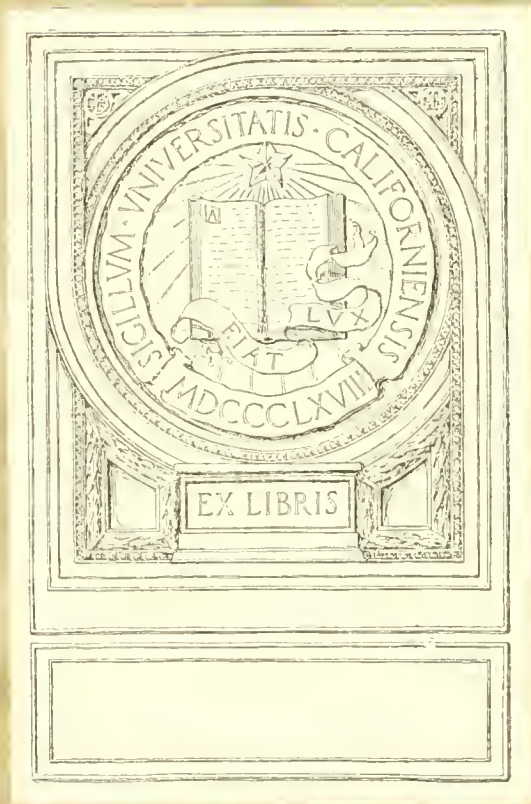
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EMPIRE SETTLEMENT COMMITTEE.

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REPORT

TO THE

SECRETARY OF STATE FOR THE COLONIES

OF THE

COMMITTEE APPOINTED TO CONSIDER THE MEASURES
TO BE TAKEN FOR SETTLING WITHIN THE EMPIRE
EX-SERVICE MEN WHO MAY DESIRE TO EMIGRATE
AFTER THE WAR.

Presented to both Houses of Parliament by Command of His Majesty.

August, 1917.



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PRELIMINARY NOTE.

The following were the members of the Committee :—

- THE RIGHT HONBLE. LORD TENNYSON, G.C.M.G. (*Chairman*).
- THE RIGHT HONBLE. F. D. ACLAND, M.P. (representing the Board of Agriculture and Fisheries).
- MR. W. CLIVE BRIDGEMAN, M.P., Parliamentary Secretary, Ministry of Labour.
- LORD BURNHAM, K.C.V.O.
- MR. H. H. FAWCETT, Assistant Secretary, War Office.
- THE RIGHT HONBLE. ANDREW FISHER, High Commissioner for the Commonwealth of Australia.
- MR. P. LYTTELTON GELL (representing the British South Africa Company).
- SIR H. RIDER HAGGARD.
- MR. JOHN HOWARD, Agent-General for Nova Scotia.
- COMMISSIONER D. C. LAMB, Salvation Army.
- THE HONBLE. SIR PETER MCBRIDE, Agent-General for Victoria.
- THE HONBLE. SIR RICHARD MCBRIDE, K.C.M.G., Agent-General for British Columbia.
- THE HONBLE. SIR JOHN MCCALL, M.D., Agent-General for Tasmania.
- THE HONBLE. SIR THOMAS MACKENZIE, K.C.M.G. High Commissioner for New Zealand.
- MR. T. C. MACNAGHTEN, Colonial Office.
- MR. J. I. MACPHERSON, M.P., Under Secretary of State, War Office.
- MAJOR-GENERAL THE HONBLE. SIR NEWTON MOORE, K.C.M.G., Agent-General for Western Australia.
- MR. J. O'GRADY, M.P.
- SIR S. OLIVIER, K.C.M.G., C.B., Secretary of the Board of Agriculture and Fisheries.
- LT. COLONEL P. PELLETIER, Agent-General for Quebec.
- SIR OWEN PHILIPPS, K.C.M.G., M.P.
- MR. J. A. REID, Agent-General for Alberta.
- LT. COLONEL THE HONBLE. R. REID, Agent-General for Ontario.
- MR. G. H. ROBERTS, M.P., Parliamentary Secretary, Board of Trade.
- MAJOR SIR THOMAS ROBINSON, K.C.M.G., Agent-General for Queensland.
- THE HONBLE. ROBERT ROGERS, Minister of Public Works, Dominion of Canada.
- THE RIGHT HONBLE. W. P. SCHREINER, K.C., C.M.G., High Commissioner for the Union of South Africa.
- SIR A. D. STEEL-MAITLAND, Bart., M.P., Under Secretary of State for the Colonies.
- THE HONBLE. E. G. STRUTT, C.B.

(a) Page 6, paragraph 29, line 4, should read "lots of 100 acres at \$30 (£6) per 100 acres."

(b) On Page 39, second column, last paragraph but two, fourth line, the first sentence should read "The price is \$30 (£6) per 100 acres."



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EMPIRE SETTLEMENT COMMITTEE.

REPORT

TO THE

RT. HON. W. H. LONG, M.P., SECRETARY OF STATE FOR
THE COLONIES.

I.—INTRODUCTION.

SIR,

1. WE were appointed by you to be a Committee with the following terms of reference :—

“To consider and report on the measures to be taken for settling within the Empire ex-soldiers who may desire to emigrate after the War.

To collect and prepare for distribution to intending emigrants of this class information which shall show clearly the nature of any facilities afforded by the Governments of the Dominions and States.

To advise as to the best methods of making this information accessible to the troops.

To make recommendations as to the steps which should be taken by His Majesty's Government in concert with the Governments of the States and Dominions for the constitution of a Central Authority to supervise and assist such emigration.”

We commenced work in April, 1917, and have now the honour to present the following Report.

Interpretation of Terms of Reference.

2. We may begin by stating shortly our interpretation of various points in the terms of reference set out above.

First of all we were informed that the term “ex-soldiers” meant ex-service men from both the Navy and Army, and included their wives and children. We also felt that we were at liberty to consider the case of their widows and orphans and of women who had carried out war service, such as nurses and munition workers.

Secondly, we understood that our main object was to find out what openings and facilities there were on the land and otherwise in the Oversea Dominions for ex-service men and women (including those partially disabled), and to put them in the way of taking advantage of these openings.

Thirdly, we conceived that, though it was our business to collect the information required as to openings overseas, it was not desired that we should ourselves prepare posters, pamphlets, etc., for publication, that being rather the duty of the proposed Central Authority.

Fourthly, we felt that, whilst we were at liberty to suggest methods of dissemination of information, we should naturally be guided by the opinion of the Departments of the Home Government concerned as to the *time* at which this information should be made accessible to the troops.

Lastly, we regarded our work as part of the general inquiry now proceeding as to the problems of reconstruction likely to arise on demobilisation, and in making our investigations have been careful to keep in touch with the Reconstruction Committee and other bodies engaged on this great task.

Procedure.

3. As our numbers were somewhat large for carrying out the normal procedure of a Government Committee, we appointed two Sub-Committees at our first meeting.

The first—a General Purposes Committee—undertook the main inquiry as to the opportunities for the settlement of ex-service men in the Oversea Dominions. The second was appointed to consider the inducements for ex-service men to remain in the

United Kingdom after the War in connection with agricultural settlement and industrial opportunities, and their relation to the counter inducements held out by the Oversea Governments.

Both these Committees have held meetings for the examination of witnesses : a list of those who gave evidence, other than the representatives of the Oversea Dominions, will be found in Appendix II. to this Report. Most of the Oversea representatives answered a series of questions drawn up by the Chairman on various matters affecting our enquiry. The questions and answers are printed as Appendix III.

4. We wish to take the opportunity of thanking these various witnesses for the time and trouble spent in assisting us. We appreciate it the more because the work has often—in fact generally—been done in spite of the heavy pressure of other duties connected with the War.

Change of Outlook Towards Emigration.

5. In the course of our investigations we have been greatly struck by the profound change which has taken place recently in the attitude of the people of the United Kingdom towards emigration. Not long ago it was regarded as more or less a necessary evil, which, during times of stress resulting from unemployment, was tolerated as a National convenience. Small account was taken of the fact that to it was largely due the rise of those Dominions and Colonies which to-day constitute the British Empire. If a subject of the Crown chose to leave these shores, it was a matter of comparative unconcern to the Home Government whether he settled elsewhere under the flag or in some foreign country. As a result millions of men of British birth or parentage have become citizens of other lands. Only within the last few years have the problems of population begun to be studied in the light of Imperial necessities.

6. Since the outbreak of war, from every part of the Empire the children or grandchildren of those whose enterprise or needs caused them to leave the United Kingdom in past years have rallied to the support of the Empire in this day of decision and struggle for existence. They have risked their fortunes with those of the Mother Country. They have shed their blood with her blood. They have shown that, though seas separate the Empire, and, in some respects, the interests of one part may differ from those of another, it is still one and indivisible ; that together we stand, or together we fall. In short, it has come to be understood that the man or woman who leaves Britain is not lost to the Empire, but has gone to be its stay and strength in other Britains overseas. The only risk of losing such an one is when the new home is shadowed by some other flag.

7. In our opinion, henceforward no part of the Empire must consider emigration strictly from the point of view of its own interests and needs. The Mother Country may not wish to lose its men and women ; it will naturally prefer to retain them, if it can provide them with suitable means of livelihood. But, if the men and women wish to go, and if opportunities are lacking at home, the Home Government should help, not hinder, them on their way to other parts of the Empire. So, too, the Dominions should not desire to pursue a policy calculated to denude the Mother Country of the population which she needs. But they will welcome those whom she is able to spare, and give them every chance of success in a new and wider life. Particularly, we are sure, will they rejoice to receive the men who have fought the Empire's battles in this war, who are the best of the British race. No settlers could be more desirable, both as regards themselves and their progeny, which may well be of priceless worth in the now unpeopled districts of the Empire overseas.

8. It has seemed to us, then, that a new departure in our emigration system is needed, if it is to be looked at, as it ought to be, from the standpoint of the Empire as a whole. Individual interests must be subordinated, and co-operative action is needed. We have tried throughout this Report to study how this co-operation can best be achieved.

II.—LAND SETTLEMENT FOR EX-SERVICE MEN.

9. We proceed at once to consider the opportunities offering to ex-service men for settlement on the land. We do not consider that it is correct to regard such opportunities at home and in the Oversea Dominions as in any way antagonistic. They are really parts of the one great policy for settlement within the Empire, not two different and opposing schemes.

GOVERNMENT SCHEMES.

United Kingdom.

10. We have been greatly impressed with the evidence given to us by all those acquainted with oversea conditions as to the interest taken by the Self-governing Dominions and States in the development of agricultural settlement at home. It is true that, in times past, town-bred emigrants have shown a capacity and adaptability for agricultural life overseas which has proved of the highest value, and we see every reason to suppose that this happy state of affairs will continue. The fact remains that the Dominions still look largely to the agricultural districts of the United Kingdom for the supply of emigrants of the type they require. They recognise that before the War the available resources were dwindling and they are anxious to see them replenished: they feel themselves, therefore, to have a direct interest in the new agricultural policy now being thought out by the Home Government, and they would welcome well considered measures taken to increase the agricultural population of these Islands. It is in the interests of the Oversea Dominions that the Empire should not be weakened at the heart, and that the Mother Country should continue to provide the stock from which their future citizens should be drawn. We feel it our duty to emphasise this point, as it is one perhaps not generally realized.

11. The plans for the employment and settlement of ex-service men on the land in England and Wales are, in brief, as follows:—

So far as *employment* is concerned, the only proposals so far disclosed are:

- (a) The establishment of a minimum wage of 25s. per week for agricultural labourers.
- (b) The guarantee of a minimum price for wheat and oats from 1917 to 1922.

These are embodied in the Corn Production Bill now before Parliament.

It may be assumed, however, that if grass land to anything like the extent of the 3,000,000 acres desired is ploughed up, there will be a demand for agricultural labourers, both skilled and unskilled, largely in excess of the numbers employed before the War.

12. As regards *settlement*, legislation has been passed* enabling the Board of Agriculture and Fisheries to acquire land for a small number of experimental small-holding colonies in England and Wales up to a maximum of 6,000 acres in all. These colonies are intended primarily for ex-service men.† Up to the present land has been obtained for two such colonies, 1,600 acres at Sunk Island, near Patington, in Yorkshire, and 1,000 acres near Holbeach, in Lincolnshire. The remaining sites have still to be selected. When the scheme is complete it is expected that provision will be made for 240 men or (including their wives and families) 1,200 persons. Preference will be given to those whose wives and daughters have, as the result of their employment on the land either before or during the War, acquired proficiency in milking or other farming operations.

13. Selected applicants without previous experience will be given preliminary training on a central farm under the supervision of the Director of the colony, receiving a fair living wage until they are considered capable of taking up land for themselves. The Government do not propose to make direct advances of capital to men desirous of taking up holdings, but endeavours will be made to establish a system of co-operative credit. Cottages will be built for the settlers, and the rent paid for the small holdings will be calculated accordingly.

14. The experimental scheme is on a very small scale, and it is not expected, under present conditions, that it will be self-supporting. We are informed, however, by the Board of Agriculture that they have in view proposals for obtaining land for the settlement of ex-service men on a large scale.

15. In Scotland the Board of Agriculture for Scotland are empowered under the Act already mentioned* to acquire an aggregate area of 2,000 acres of land suitable for

* 6 and 7 Geo. V., Ch. 38.

† We desire to make it clear that these colonies are *not*, as is often supposed, primarily intended for disabled men.

experimental small-holdings colonies, primarily intended for ex-service men. Of this area, three-fourths are to consist of arable land. The Board are now making enquiries as to suitable land.

The Board are also considering a suggestion for utilising rural villages where small areas of suitable land are available for intensive cultivation and satisfactory building accommodation already exists.

The Duke of Sutherland has presented to the nation the farm of Borgia, in the County of Sutherland, with the buildings thereon. The disposition of the property will be under the Board of Agriculture for Scotland.

A condition of the gift is that the farm should be used for the settlement of sailors and soldiers who have volunteered without compulsion and have a good record of foreign service.* One half of the holdings are to be allotted to sailors.

The farm extends to about 12,200 acres, of which 200 acres are arable or can be reclaimed. It is proposed to form 20 holdings, each of an arable area of 6 acres, with an outran and a common pasture. 8,000 acres are reserved for afforestation.

Canada.

16. It is essential to make it clear at the outset, that there are several Government authorities dealing with Crown lands in Canada. The Dominion Government controls such land in the Provinces of Manitoba, Saskatchewan, and Alberta, and in a portion of British Columbia. Elsewhere Crown lands are under the control of the respective Provincial Governments. The Dominion and most of the Provincial Governments maintain immigration machinery of their own both locally and in the United Kingdom.

17. For the most part the schemes so far prepared for the settlement of ex-service men are independent of one another. We are officially informed, however, that it is the intention of the Dominion Government to render the financial assistance described in paragraph 15 below to approved ex service men located on other than Dominion lands in any Province in the Confederation.

DOMINION LANDS.

18. It is well known that, for many years past, the Dominion Government has been opening up the land in the Prairie Provinces (Manitoba, Saskatchewan, and Alberta) by the system of "homesteading," *i.e.*, by the grant, in the majority of cases, of 160 acres of land free of cost, subject to certain conditions as to occupation and improvement. In order to provide for ex-service men the Dominion Government proposes to reserve large areas of land in the three Provinces in question, for settlement on similar lines but under special conditions.

19. These conditions may be summarized thus:—

The administration of the reserved lands will be in the hands of a Settlement Board consisting of three members possessing an intimate and practical knowledge of Western Canada and its farming conditions. It is intended to grant to suitable and approved ex-service men 160 acres of Crown lands each, free of charge. The classes entitled to participate include honourably discharged ex-service men from the Forces of Canada, the United Kingdom, and any of the Self-governing British Dominions, and the widows of sailors and soldiers from those parts of the Empire whose husbands died while on active service. The Settlement Board will be empowered to grant a loan of \$2,000 (£100) to each approved applicant, to be spent in erecting a house, purchasing implements and stock, and generally in preparing the land for settlement. This loan will be a first mortgage on the homestead. It will be advanced at a low rate of interest (5 per cent.) and will have to be repaid within fifteen years. The first repayment may be deferred for two or three years after the settler has entered upon the land, at the discretion of the Settlement Board.

20. It should be clearly understood that applicants for land or loans must have previous farming experience before they can be considered eligible. Intending settlers amongst ex-service men who do not already possess such experience can, however, be placed for training upon the Demonstration Farms of the Dominion or Provincial Governments, or they can be placed with selected and approved farmers through the existing organisation of the Governments. In either case they would be employed at the current rate of wages.

* Preference is to be given to men in good physical condition; but partially disabled men will not be altogether excluded from consideration.

It is anticipated that in two years they would obtain sufficient practical knowledge of agricultural methods to enable them to apply with success to the Settlement Board.

21. The Prairie Provinces are mainly noted for wheat cultivation. Mixed farming, however, is on the increase.

NEW BRUNSWICK.

22. Legislation was passed by the New Brunswick Parliament in the session of 1916,* authorising the Provincial Government to take the necessary steps to develop a comprehensive system for settling upon suitable lands in New Brunswick residents of the Province who have served overseas, and also residents of the United Kingdom who have served the Empire in the present War. The scheme is to be carried out by the Farm Settlement Board of the Province† working in conjunction with an Advisory Settlement Board appointed for the purpose. The present intention is to establish community settlements, for which purpose an area of 20,000 acres has already been set aside near the National Transcontinental Railway; further areas will be set aside if required.

23. In the centre of each of the settlements, which are intended to accommodate from 100 to 250 families, there will be a Demonstration Farm managed by the Provincial Government, where teams and implements will be available for hire, and where a church, public hall, school, etc., will be erected. Radiating from this centre will be farms varying in size from 10 to 100 acres according to the distance from the centre. The cost of these farms will vary: if they are on Crown lands, the price will be governed by the actual cost of improvements (*i.e.*, clearing, boring a well and the erection of a small house, &c.) estimated at from \$500 to \$1,500 (£100 to £300); if they are on lands resumed by the Government, the cost of resumption must be added.

24. In both cases 10 per cent. of the cost must be paid on application, and the balance may be spread over twenty years. Settlers must reside on their farms for at least six months of each year, and cannot transfer their rights without the approval of the Advisory Settlement Board. Ex-service men intending to join one of these settlements must make application to the Secretary of the Farm Settlement Board, St. John, New Brunswick, stating *inter alia* what previous experience and what capital they possess. The possession of capital of \$500 to \$1,500 (£100 to £300) is very desirable if the settler is to succeed, though not essential. Until the scheme is developed, ex-service men desirous of participating can obtain employment in preparing the holdings.

25. Ex-service men possessing capital of their own who wish to settle in New Brunswick, but not to join in a community settlement, can purchase a farm in other parts of the Province from the Farm Settlement Board. A capital of \$1,500 to \$2,000 (£300 to £400) is desirable. Employment could also be found for men without capital on farms in the Province.

26. Dairying, fruit-growing, and potato cultivation are the main branches of the agricultural industry in New Brunswick. Pastoral industries also are being developed.

NOVA SCOTIA.

27. No special legislation has yet been passed by the Nova Scotia Parliament to deal with the settlement of ex-service men from Canada or other parts of the Empire. It is understood, however, that the Provincial Government is prepared to give the matter further consideration when the policy of the Dominion Government has developed. A special pamphlet has been prepared entitled "What Nova Scotia Offers Returned Soldiers." From this it appears that, whilst most of Nova Scotia has long been settled, and there is comparatively little Crown land available, there are a large number of farms owned by private persons which are now being offered for sale. The prices of these farms vary from \$600 to \$15,000 (£120 to £3,000). A minimum capital of \$1,500 (£300) is thought necessary to enable a returned soldier to succeed as a farmer in Nova Scotia, and agricultural experience is advisable. The Government will assist in the selection of a farm, and will also advance‡ to those possessing the necessary qualifications up to \$2,500 (£500) on the appraised value secured by mortgage. The Government will also assist returned soldiers without agricultural experience to obtain employment on farms in the Province.

* 6 Geo. V., Ch. 9.

† Appointed under 2 Geo. V., Ch. 28.

‡ Under the Act for the Encouragement of Settlement on Farm Lands.

28. Farming in Nova Scotia is of a mixed character, including fruit-growing, dairying, and stock raising; oats, hay, and roots are also largely grown.

QUEBEC.

29. In Quebec also no legislation has been passed for the settlement of ex-service men from Canada or other parts of the Empire, but the facilities available under the ordinary law would be open to them. In this Province, land is offered to the settler in lots of 100 acres at \$30 (£6) per acre. Payment has to be made in five years, during which time the settler must reside on his holding, build a house (which must be completed in the first eighteen months), put up a barn, and clear 15 acres. The land in the Province most easily accessible for settlement is on, or near, the new National Transcontinental Line. Much of it, however, is heavily timbered, and, generally speaking, it is thought that its clearing and development are better entrusted to native-born Canadians than to emigrants. The Government would help new arrivals in obtaining work on farms, so that they can get accustomed to the climate and acquire the necessary experience.

ONTARIO.

30. The main part of Ontario now open for settlement is what is known as the "Clay Belt" in the northern part of the Province, lying near the line of the National Transcontinental and the Temiskaming and Northern Ontario Railways. Under the "Public Lands Act" a free grant of 160 acres can be obtained in this area, subject to certain conditions as to clearing, cultivation, and residence. Under an Act passed in 1916* *bonâ fide* settlers can obtain assistance up to \$500 (£100) by way of a loan from the Provincial Government. This bears interest at 6 per cent. and is repayable within ten years. Ex-service men from the Canadian Forces, as well as those from the United Kingdom and any of the Self-governing British Dominions, who possess the necessary agricultural experience, can obtain the benefit of those provisions.

31. For those who have not such experience it is proposed to provide training and community settlements on the following lines:—

The men will be sent to an agricultural training depôt established on the Government Experimental Farm at Monteith. There they will be provided with living accommodation and board whilst being instructed, and will also be paid a reasonable wage. When a sufficient number have been trained, a farm colony will be established along the line of one of the railways, to which the men will be moved. They will at first be housed in the Central Community, and their labours will be directed to clearing the land and preparing it for cultivation. Then each man will be given, free of charge, an 80-acre farm (of which 10 acres will be cleared), and will be lent up to \$500 (£100) for machinery, stock, &c., to be repaid in twenty years. The co-operative method will obtain in carrying out the work connected with the colony, and the social side of life will be provided for. Provision will be made at as early a date as possible for married men to have their families with them. The possession of some capital is desirable, though not absolutely essential.

32. A considerable portion of the Ontario Clay Belt is timbered, but in most cases the proceeds of the sale of the timber cover the cost of clearing. Root crops and hay are mainly grown.

BRITISH COLUMBIA.

33. In British Columbia an Act was passed in 1916† making special provision for the settlement of ex-service men who have lived in British Columbia and have served in the Canadian Forces, or the Forces of any other part of the Empire, and return to a domicile in British Columbia, including the widows of men who, if they had lived, would have been entitled to the benefits of the Act.

34. On July 3rd, 1916, the then Prime Minister of British Columbia wrote to Sir Rider Haggard informing him that the Government was prepared "to extend to all United Kingdom ex-service men and their families advantages as regards land settlement and otherwise similar to those we give to our returned Canadian soldiers." He added that he would be prepared to introduce at the next session of the Legislature such measures as might be necessary in this respect.‡ Since the date of this letter a new

* Act No. 150 of 1916.

† 6 Geo. V., Ch. 59.

‡ See p. 28 of Sir R. Haggard's Report to the Royal Colonial Institute.

Government has come into office. We were informed, however, by the Acting Agent-General for British Columbia that he understood it was still the intention to introduce legislation on the lines indicated to Sir Rider Haggard, though he was not aware of any such legislation having been passed.

35. Under the Act to which we have referred, ex-service men can obtain on the payment of \$10 (£2) a pre-emption claim to land, the area of which, and the provisions as to residence, will be fixed by regulation; it will be free of all taxation except school taxes. Provision is also made for the establishment of a fund from the sale of Crown lands, which will be available for making loans to returned soldiers to be used in making improvements on their pre-emptions, etc. This fund will be administered by the Agricultural Credit Commission of British Columbia.

36. A large part of the land in British Columbia is timbered. There is, however, an extensive fruit-growing industry, and, in certain parts, mixed farming on a considerable scale.

Australia.

37. The Crown lands in Australia, with the exception of those in the Northern Territory and the Federal Capital site, are all under the control of the State Governments, which also maintain immigration machinery of their own, both locally and in the United Kingdom. On the other hand, the Commonwealth Government has an organisation in the United Kingdom for making Australia known as a field for immigration, and it has also certain specific powers with regard to immigrants generally.

At successive Conferences between the Commonwealth and State Authorities, the first steps have been taken towards the establishment of a comprehensive scheme to enable ex-service men to take advantage of the offers of land made by the States, and we are informed officially that the Commonwealth and State Governments have decided to give exactly the same facilities for British soldiers as for Australian soldiers desiring to settle on the land.

38. The scheme has not yet been fully matured, but the idea is, in a word, that the Commonwealth will find the funds (estimated at £22,000,000 in all), and the States the necessary lands, whilst a joint Board, consisting of a Minister for each State and a Commonwealth Minister, will supervise operations. The Board will recommend advances of money to soldier settlers; decide upon the purposes for which such advances may be made; fix the rate of interest and method of repayment; and deal generally with matters concerning the scheme. The advances will be made at reasonable rates; each settler will be allowed an advance up to the full value of his improvements. In this way the capital which each settler must possess of his own will be reduced to a comparatively small figure.

39. The facilities offered by each State must now be considered independently of, but subject to, the above proposals.

NEW SOUTH WALES.

40. In New South Wales, legislation was passed in 1916* for the settlement of returned Australian soldiers on the land, and with this object in view certain areas of Crown land have been made available, and a number of privately-owned estates resumed. The State Government has promised to extend that legislation, under certain limitations, to discharged British soldiers, and has already undertaken to provide 1,000 farms in the Yanco Irrigation Area on the Murrumbidgee River for which British soldiers, who have been engaged in the War, will be given preference.

41. These 1,000 farms will vary in size from 2 to 250 acres, although the average size would be about 50 acres; the land is suitable for fruit-growing, dairying, and mixed farming. The tenure is perpetual lease, the rent being 2½ per cent. of the capital value, besides water rent, and carrying with it the hope of conversion to a freehold. Advances may be made by the Government up to three-quarters of the holder's interest in the improvements for the purpose of (1) paying off debts due to the Crown, (2) paying off encumbrances upon the land, (3) building a house, or making other improvements on the holding. During the initial stages of settlement, before the land has become productive, the Government is empowered to suspend the payment of rent and other charges. The possession of capital, though very desirable, is not absolutely essential;

* Act No. 21 of 1916.

the possession of £50-100 should, with the assistance of a loan from the State, place a man in an assured position. But previous experience on the land, for a period of six months, at the least, is necessary; ex-service men can obtain this either by going to private farms or by working at the Government farm at Griffith in the Yanco Irrigation Area, or other Government establishments. At Griffith they will receive pay whilst gaining experience; at present, however, the scheme is in its infancy, and only offers accommodation for a limited number of persons.

VICTORIA.

42. In Victoria the facilities which will be offered to ex-service men in connection with the land have not been finally decided upon; but a Bill which indicates generally the policy of the Government has been introduced into the State Parliament, and action is already being taken on the lines which the measure lays down. All the advantages which the State gives to returned Australian soldiers as regards land settlement will be extended to ex-service men from the United Kingdom, provided they have been selected in England in an approved manner.

43. Under the proposed scheme, land, chiefly in irrigation areas, will be offered. For such land the settler must ordinarily pay a deposit of 3 per cent. on the capital value, and make subsequent payments at the rate of 6 per cent. per annum for thirty-one and a-half years to cover interest and purchase money. In the case of ex-service men, however, no payment of deposit, rent, or fees will be required for the first three years. Advances on improvements, repayable over a long period on easy terms, will be made up to 70 per cent. of their value, with a maximum of £500; and in special cases a house may be built for a settler, the cost being included in the advance.

44. An experienced agriculturist desiring to obtain an irrigated farm of 40 to 50 acres should possess at least £300. A limited number of ex-service men will be admitted to a course of training at the Dookie Agricultural College; others must obtain employment on farms so as to acquire the requisite agricultural experience under local conditions before taking up land.

QUEENSLAND.

45. In Queensland the "Discharged Soldiers Act of 1917*" provides facilities as regards land settlement for "Discharged Soldiers"—that term including ex-naval and military men from the United Kingdom, and in certain cases their widows, mothers, sisters and children. Crown lands and lands resumed by the Government for the purpose will be offered for selection by them on the "perpetual leasehold" system. No deposit will be paid, and no rent for the first three years; after that the survey fees will be payable by ten annual instalments, and rent will be paid. In the case of Crown lands the rent will be $1\frac{1}{2}$ per cent. of the capital value of the land (which ranges from 10s. to 30s. per acre with an average of 25s.); in the case of acquired land the value will depend on the amount paid by the Government for resumption. At the end of the fifteenth year, and of each subsequent fifteenth year, the rent will be determined by the Land Court. The lease will contain provisions as to residence and the making of improvements. The size of the farms will depend on circumstances. For poultry farms, 10 acres will be sufficient; for fruit farms, 25 acres; for general farming, 100 acres; for dairy farms up to 1,280 acres.

46. For preparing and stocking a farm and erecting buildings a sum not exceeding £500 will be necessary; advances to that amount can be obtained from the Government Savings Bank, repayable by instalments spread over forty years. In the case of Crown lands the rate of interest for the first year is 3 per cent., during the second year 4 per cent., and increases $\frac{1}{2}$ per cent. each succeeding year until the limit of 5 per cent. is reached. Any money spent by the Government in effecting permanent improvements will be included in that sum and treated as money borrowed by the settler. Previous experience will be necessary. This can be obtained either at the training farms which the Government intend to set up on the various settlements, or by going to work on other farms for a year or two.

47. Upwards of 60,000 acres have already been set apart for group settlements of discharged soldiers. Further areas will be set apart as required, but much of this will necessitate the construction of railways to make it available, and this work cannot be undertaken until after the War.

* No. 32 of 1917.

SOUTH AUSTRALIA.

18. In South Australia an Act was passed in 1915,* making provision for returned Australian soldiers who wished to settle on the land. Since then, the State has joined the joint Commonwealth and State scheme referred to in paragraph 38, under which ex-service men from the United Kingdom and other parts of the Empire may equally benefit, and, to give effect to this, further legislation is proposed.

49. The Government has already set apart for ex-service men two large blocks of land situated north of Adelaide, the Mount Remarkable Estate near Melrose, and the Mount Crawford Estate near Gawler. These had been repurchased for closer settlement and are suitable for wheat and fruit-growing and for grazing. Some irrigation and swamp lands on the banks and flats of the River Murray are also ready for immediate settlement by ex-service men; other such lands in considerable areas can be made available if the State is able, on the conclusion of the War, to obtain at reasonable rates the loan money required for preparing these lands for settlement. This remark also applies to considerable areas of rich lands in the south-eastern portion of the State, which only require to be drained to enable them to support a successful settlement. The Government has established farms on the repurchased land and the irrigation areas for the training of ex-service men who have not had previous experience. There are also very large areas of ordinary Crown lands, suitable for wheat-growing, which can be purchased on very easy terms both as regards purchase money and interest. For the successful occupation of these lands, it is very desirable for the would-be settler to gain suitable experience by working for some time on a farm comprising similar land. Some capital is desirable in all cases.

50. Liberal advances will be given in respect of improvements effected such as clearing, buildings, &c., and the repayment will be spread over a great number of years. The purchase money for the land will be payable on similarly easy terms. The settlers' holdings will vary from a few acres upwards, according to the purpose for which the land is suitable.

WESTERN AUSTRALIA.

51. In Western Australia, the Government are specially reserving land in the "Wheat Belt" (between Geraldton and Albany, east of the Darling Ranges) and in the "South West" (between Perth and Albany) for selection by all persons who have been on active service in His Majesty's Naval or Military Forces, and their dependants.

52. As to the land in the "Wheat Belt," an intending settler may select 160 acres, subject only to the payment of the survey fee, and any money the Government may have expended on preliminary improvements (the repayment of which may be spread over a period of thirty years). He may also purchase 840 acres at 15s. per acre—1,000 acres being considered the minimum size for a wheat farm. For such a farm a capital of £500 is advisable, but some of this can be borrowed from the Agricultural Bank. The settler must reside on his holding, and execute certain improvements each year.

53. As to the land in the "South West" (which has a low summer temperature and a good rainfall) here also an intending settler may select 160 acres, on the same terms, but much of the land is timbered, and a part of it will be cleared before allotment, so as to enable the settler to make a living whilst carrying on further improvements. The land is suitable for fruit-growing, grass, feed crops, and intensive culture. It is also proposed that settlements should be formed in this area of about 50 settlers, each having a holding of 40 acres. At each settlement a depôt will be established where settlers can obtain a practical training in agriculture whilst improving the land which will be theirs.

54. Some capital is desirable in both cases, but the assistance to settlers legislation in this State has been so framed, and is so administered, as to provide every possible facility to those desirous of settling there.

Men wishing to find employment on the land in Western Australia can usually obtain employment on farms the moment they arrive, and are thus able to support themselves whilst obtaining local experience.

TASMANIA.

55. In Tasmania, facilities with regard to land settlement for ex-service men are provided under the "Returned Soldiers Settlement Act, 1916."† These are generally

* No. 1226 of 1915.

† 5 Geo. V., Chap. 20.

available for all persons who have been in the Naval or Military Forces of the United Kingdom, or in the Australian Forces, but no free grants of land are made to any but men previously resident in Tasmania.*

56. The land offered can be acquired either by purchase or on lease. First class land may be bought up to 200 acres at £1 per acre; of second class land a larger area can be obtained at 10s. per acre; and of third class land a still larger area at 5s. per acre. The payment may be distributed over a period of fourteen years. A sum of £300 may also be advanced for buildings, improvements, implements, etc., to be repaid by instalments. Residence is necessary according to the provisions of the Crown Lands Acts. No rates or taxes will be payable for four years after the sale or commencement of the lease, and in the case of leased land no rent will be charged for the first year.

57. Some previous experience will be necessary. An ex-service man intending to take up land must in his application state what previous experience and what capital he possesses. Experience can be acquired either at the State Farm at Deloraine (which has accommodation for a limited number) or, in some cases, by working with a farmer.

58. Much of the best land in Tasmania is still heavily timbered. There is a good deal of mixed farming, and fruit-growing is rapidly increasing; the land suitable for the latter is not heavily timbered.

New Zealand.

59. In New Zealand the Discharged Soldiers Settlement Act was passed in 1915,† and an amending Act in 1916,‡ with a view to settling on the land those returned soldiers who might desire to take up farming. Provision is made in the Acts for setting apart areas of land for selection by discharged soldiers, and facilities are given whereby the holdings may be acquired on easy terms. Advances may be made to selectors for clearing and improving the land, erecting buildings, and purchasing stock, etc. Preference is also given to discharged soldiers at the ordinary land sales and ballots. Arrangements are also being made for training on the State farms a limited number of men with no previous experience of agriculture.

60. These provisions, however, apply only to officers and men belonging to the New Zealand Forces and residents in the Dominion who have served during the present War in some other portion of His Majesty's Naval and Military Forces. They have not yet been extended to other ex-service officers and men, no doubt because the New Zealand Government desires, in the first place, to be in a position to gauge the demands likely to be made by residents in the Dominion.

61. In this connexion it must, of course, be borne in mind that New Zealand has not by any means vast areas of land still awaiting cultivation, as is the case in Canada and Australia.

Union of South Africa.

62. In the Union of South Africa the presence of native labour makes the immigration of unskilled labour for agricultural purposes almost impracticable. Further, the vacant Crown lands are to a large extent situated in remote and waterless regions, and require opening up in order to prepare them for settlement. The Union Government take the view that it will not be possible to absorb on the land any considerable number of ex-service men from other parts of the Empire; in fact, it is anticipated that making provision for the members of the South African contingent will considerably tax the resources of the Government. We understand, however, that it is likely that the Government will shortly frame a scheme for the settlement of a limited number of ex-service men of special qualifications.

63. There are indeed openings already for settlers who wish to take up undeveloped irrigation holdings, or small fruit farms. But for such cases a capital of not less than £1,000 is essential, and also either previous experience or preliminary training on the spot.

* It is understood that the promise made to Sir Rider Haggard on April 7th, 1916, that the Tasmanian Government would be glad to provide land, and organise the settlement of at least 300 British soldiers in orcharding and agricultural areas, must be read in the light of this legislation. (See P. 11 of Sir R. Haggard's Report to the Royal Colonial Institute.)

† 6 Geo. V. No. 15

‡ 7 Geo. V. No. 12.

Newfoundland.

64. We have not heard of any special scheme for the settlement on the land in Newfoundland of ex-service men from the Colony or from other parts of the Empire. It must be remembered, of course, that the main industries of the Island are other than agricultural; they depend upon the fisheries, the forests, and the mines.

There is, we understand, a large amount of uncleared land which could be bought at a very low price by ex-service men desirous of settling in the Colony, but at present farming is generally combined with some other form of occupation, especially fishing.

Rhodesia.

65. In Rhodesia, as in the Union of South Africa, the existence of native labour militates against the immigration of unskilled labour from the United Kingdom. The most promising openings connected with the land are for the sons of substantial British farmers who seek a larger career than is open to them at home and for adaptable and intelligent men of the middle classes who have won commissions in the new armies, men who are accustomed not only to work hard themselves, but to direct the work of others. Each should command a capital of about £1,000. Previous agricultural experience is desirable, but not essential, as prospective settlers should in any case study local conditions on farms in Rhodesia before taking up land for themselves.

66. The British South Africa Company offer 500,000 acres, half in Northern and half in Southern Rhodesia, free of cost, except for the payment of a small annual quit-rent, for providing farms for ex-service men from the United Kingdom and other parts of the Empire, who have the requisite amount of capital, and have shown themselves during a course of local training likely to be successful farmers. Some knowledge of horses and livestock and also of the handicrafts required upon a farm is extremely valuable, especially for the direction of native labour.

67. Rhodesia is largely a ranching country, but maize and citrus fruits thrive well. Dairy and pig industries are increasingly productive.

Other Parts of the British Empire.

68. It will be seen from the foregoing account, that most of the opportunities available for the settlement of ex-service men on the land, are in parts of the Empire where the white man is the workman, not the overseer. The Union of South Africa and Rhodesia form exceptions to this general rule, and, on a limited scale, there are no doubt often openings, as for example in East and West Africa, in the West Indies, and in the Eastern Colonies, for men of the educated class who will do the work of supervision, and thus assist in the development of the products of the more tropical parts of the Empire. We have not thought it necessary, however, to extend our investigations in order to ascertain what detailed openings there are of this kind.

SCHEMES OF PRIVATE COMPANIES, ETC.

69. We come next to the facilities for land settlement in the Oversea Dominions available for ex-service men from the United Kingdom, other than those offered by the various Governments. As to these, we have not received much evidence. No doubt, before the period of demobilisation comes, many such offers will be made, some of which may be very valuable. But we suggest that ex-service men should not be encouraged to avail themselves of them until each offer has been carefully investigated, either by the Central Emigration Authority or by the Government of the place to which it refers.

The following are the principal offers as to which we have received evidence:--

Canada.

70. In the *Prairie Provinces* the Canadian Pacific Railway Company offers land for selection as "Improved Farms" or "Assisted Colonisation Farms," mainly in the Province of Alberta (north of the Company's main line, and east of Calgary), but some also in Saskatchewan. The offer is open to all those who have served in the Canadian Oversea Force, or the British Army or Navy, provided they are of good moral character and physical fitness, married, and have had previous experience as farmers or farm labourers.

71. At present, intending settlers have to be examined in Calgary, Alberta ; but the question of examining ex-service settlers from the United Kingdom in England will be considered.

72. Of "Improved Farms" only a limited number will be available. Such farms will contain about 160 acres (if non-irrigable) or 80 acres (if irrigable). The price will be about \$45 (£9) per acre, which will include improvements to the value of \$3,000 (£600). The improvements provided by the Company are as follows:—the erection of a house, barn and shed, fencing, making a well or tank, breaking up 40 acres and ploughing a fireguard around the buildings. The price of the improvements will be about \$3,000 (£600). Livestock, implements, seed, etc., to the value of \$1,000 (£200) will, when required, be provided by the Company at a charge of 6 per cent. per annum. The payment for land and improvements will commence at the end of the third year, and may be extended over a period of twenty years. A settler should possess at the very least £50. Central control farms, the superintendent of which will supervise the settlers' operations, will be established; at these will be kept supplies of farm implements, etc., for the use of the colonists.

73. Of "Assisted Colonisation Farms" there are a very large number. Each farm will contain not more than 320 acres. The Company will advance money for building, fencing, providing livestock and equipment. The land will be sold at list price, on the basis of a twenty-year term, with interest on deferred payments at 6 per cent. per annum. No interest will be charged during the first year; and the first payment will become due two years from date of contract.

74. In both kinds of farms, advances may, in certain circumstances, be made to settlers for living expenses during the first year. The interest payable to the Company will be 6 per cent.

75. We also made enquiries of the Grand Trunk and Canadian Northern Railway Companies. The former are not a land-holding Company. The latter stated that they were not able to offer any special inducements in respect of their lands, as the lands were mortgaged and sales were subject to a minimum of \$15 (£3) per acre.

76. In *Nova Scotia* certain private companies are acting in conjunction with the Government in regard to the land settlement of ex-service men from Nova Scotia. Possibly some of their offers will be available also to men from the United Kingdom.

77. In *Ontario* there may be some facilities offered, but no particulars are as yet available.

Australia.

78. In *Western Australia* the principal offers are as follows:—

(1) Mr. Neil McNeil made an offer through Sir Rider Haggard in 1916 to hand over to the Government of Western Australia his estate of some 10,000 acres in the fruit-growing district of Mount Barker, in the South-West, for the sum it originally cost him (including, of course, the money spent by him in developing it). Sir Rider Haggard visited the property and reported that the existing orchards would probably in a year or two bring in a revenue of about £11,000 a year; and that the whole property when fully cleared and planted would afford a good living for from 300 to 400 ex-soldier families, if settled in up-to-date* villages connected with the State Railways by tramways. The Agent-General for Western Australia was unable to inform us whether the offer had yet been accepted.

(2) The Midland Railway of Western Australia, which was constructed on the land grant system, is selling portions of its land as ready-made farms of from 400 to 600 acres each. The cost of a farm runs to about £2,000, of which 10 per cent. must be paid at once and the remainder in equal annual instalments extending over twenty years, the balances carrying interest at $5\frac{1}{2}$ per cent. per annum. It is understood that the Company is communicating with the Government of Western Australia with a view to co-operating in the Government scheme for returned Australian soldiers. The Company, however, informed us that it would be unable to assist in giving special facilities to ex-service men from the United Kingdom.

Union of South Africa.

79. The Cape Sundays River Settlements, Limited, near Port Elizabeth, is understood to be willing to sell land suited for the growing of citrus and other fruits and

* See p. 20 of Sir R. Haggard's Report to The Royal Colonial Institute.

Lucerne as well as for the raising and fattening of stock, dairying, poultry farming, etc., at a cost of about £50 per acre. In addition to this the annual charge for water rates will be about 10s. per acre. A farm should be from 20 to 40 acres. If a settler can give security to the Company's Bank for the payment of interest for the first five years, none of the purchase money need be paid until the end of that period, after which it will be payable by instalments. It is recommended that a purchaser should also possess at least £10 per acre for working capital. The agreement would include an undertaking as to residence, etc. The district offers special climatic and social attractions.

80. The South African Settlers' Information Committee, the London branch of whose organisation is at 54, St. Mary Axe, will be happy to give advice to intending settlers and to facilitate their passage to South Africa.

Rhodesia.

81. We understand that there is much good land in the hands of Companies, who offer it for sale to ex-service men at special rates.

III.—OTHER OPPORTUNITIES FOR EX-SERVICE MEN IN THE OVERSEA DOMINIONS.

82. With regard to openings for ex-service men apart from land settlement, it is very difficult to make any general remarks. The number and character of such openings will depend on circumstances and feelings which may vary from time to time, and in different part of the Empire. In some places there is a strong political feeling against immigration of general labour; in others the opposition is limited to the immigration of artisans, or of some particular class. It is certain that there would be strong opposition to an influx of immigrants on such a scale as to disorganise local conditions of labour, and it is imperative that this point should be made perfectly clear.

We can only suggest that ex-service men who desire to go to one of the Oversea Dominions in order to obtain employment of a special kind should make careful enquiries through the Central Emigration Authority, and the office of the Oversea Government concerned.

83. Throughout the Dominions generally, if, as may well be anticipated, there should be a large increase in railway construction and other public works after the War there will probably be a demand for ex-service men suitable for such work. Thus in Canada, the Canadian Pacific Railway Company are large employers of labour, skilled and otherwise, and prior to the War the whole of their Western Railway Police system was composed of ex-service men. The mining and other industries in the Dominions which have been in the habit of importing labour for the purpose from Europe, would probably be glad to secure the services of a number of ex-service men. It is well known, too, that the fisheries of the various Oversea Dominions are largely undeveloped, and as time goes on this potential source of wealth should provide employment for a large number of men. In particular, the witness for Nova Scotia informed us that there might be at once openings connected with the fishing industry for ex-service men who possess experience either in coastal or deep-sea fishing, and also in shipbuilding. Lastly, there may, of course, be various opportunities in connexion with the Government service. The Government of New South Wales has already stated that with regard to securing employment generally in the Government service, ex-soldiers from the United Kingdom will be offered equal opportunities for securing work with the ex-Australian soldier.

IV.—THE QUESTION OF TRAINING.

84. The opinion of the witnesses from the Dominions has been that the training for a man who wishes to take up land should, as a rule, take place in the country where he means to live; and that it can be best obtained either by going to a training farm or working on another farm, according to circumstances.

We do not think it expedient for the Government to establish in the United Kingdom special training farms for intending emigrants.

85. It has, however, been pointed out by some of the witnesses that an ex-service man who intends to emigrate, but is delayed in doing so by the lack of accommodation on ships, can best employ what would otherwise be his idle time by getting some elementary knowledge of agricultural work in this country; and it is urged further that such a course might be valuable as a test; for a man who had an inclination for the life of a farmer might find after experience that he was not suited to it, and could then turn his attention to some other calling.

Several existing institutions (such as the Young Men's Christian Association, the Church Army, and the Salvation Army) either already have farms, or contemplate establishing farms, to which ex-service men could go for the purpose; besides that, they hope to get into touch with suitable farmers who might take ex-service men as pupils. Private individuals have also experimented in the establishment of training farms on a small scale. We think that it would be well that the attention of the men who wish to settle on the land in the Oversea Dominions should be drawn to this point.

86. Some of the witnesses have recommended that the Home Government should institute vocational training (such as instruction in carpentering, building, etc.) for soldiers whilst they are awaiting demobilisation. We attach considerable importance to the idea, as there is no doubt that such training is useful if circumstances permit. We realise that difficulties may be experienced, arising from the rapidity at which, having regard to the general conditions and the wishes of the armies themselves, demobilisation may take place, but we hope that some steps may be taken to institute facilities for the instruction which we have in mind during whatever time may be available, and for the greatest possible number of men, at home or abroad, capable of deriving benefit from such assistance.

V.—THE QUESTION OF THE DISABLED.

87. In relation to ex-service men the expression "disabled," taken in a wide sense, will include the three following classes:—

(1.) Men who are so injured and broken in health that they are unable to earn their own living, and must be dependent on other sources for their maintenance.

We desire to make it perfectly clear that men from the United Kingdom of this class should not be encouraged to emigrate to any of the Oversea Dominions.

(2.) Men who are so far disabled that they cannot undertake certain of the occupations which are open to able-bodied men, but who will be able to earn their own livelihood in other callings.

This is a question of degree, and will vary in each case. Thus a man who has lost one or two fingers may be unable to work the particular machine on which he was employed before the War, but may be quite competent to perform most other kinds of labour, including labour on the land. On the other hand, a blind man may be able to make baskets, but be useless for ordinary work.

For some of the less disabled ex-service men of this class from the United Kingdom, there may be a few, but not many, openings in the Oversea Dominions. Most of the Oversea Governments will be fully occupied with finding employment for men belonging to their own Forces who are suffering from similar disabilities.

We are of opinion that, whenever a partially disabled ex-service man from the United Kingdom wishes to emigrate in order to make a livelihood in one of the Oversea Dominions, the circumstances of his case should be laid before the Central Emigration Authority, and the advice of that body obtained. The Authority would, of course, be guided by the representative in London of the Government or Governments concerned.

In suitable cases all possible facilities in the way of advance of pension for payment of passage money, and commutation of pension, should be arranged for such men in consultation with the Ministry of Pensions, which, we understand, will need the consent of the Treasury on the question of commutation.

(3.) Men whose health makes it advisable for them to seek another climate.

This also is a question of degree. Some of the most successful men in the Oversea Dominions have been those who had to leave Europe on account of ill-health.

On March 3rd, 1916, the Minister of the Interior of the Union of South Africa, on behalf of the Union Government, assured Sir Rider Haggard that the legislation

in force as to prohibited immigrants would not be used to prohibit the entry of ex-soldiers and sailors of the white race who were citizens of the Empire, and especially such of them whose health had been impaired while on military service during the War.*

Following this undertaking the Union Government have in particular cases waived the operation of their regulations against immigrants of the class above described, and some have already taken advantage of the opportunity.

The rest of the Oversea Governments have not as yet granted any similar concessions to ex-service men who have suffered in health.

With regard to this class of men we make the following suggestions :—

- (a) Where ex-service men from the United Kingdom who have suffered in health in consequence of the War wish to emigrate but fear there may be some risk of their non-admission to any of the Oversea Dominions on medical grounds, they should make application to the Central Emigration Authority.
- (b) In cases recommended by the Authority the Oversea Governments might be asked to waive the operation of their Immigration Regulations.
- (c) Where permission is given, the facilities as to pensions referred to above should be made available.

VI.—WIVES AND FAMILIES OF EX-SERVICE MEN.

88. The question of the emigration of women is a most important one. We need only refer to the analysis given in the Final Report of the Dominions Royal Commission as to the results of disproportionate emigration of the sexes in the past.† It is certain that the excess of women in the United Kingdom will be increased by the losses during the War, and there will probably still remain a majority of men in the Dominions as a whole.

We have to consider the question in connexion with—

- (1) The wives of ex-service men, with whom may be taken the children ;
- (2) The widows and orphans of such men ;
- (3) Other women relatives and the fiancées of those engaged to be married ;
- (4) Women displaced at the end of the War who may desire to go to the oversea parts of the Empire.

Wives and Children.

89. There was a general expression of opinion amongst our witnesses that, in any schemes for the settlement of ex-service men in the Oversea Dominions, a preference should be given to married men. With this we agree. Questions as to the satisfactory settlement of the wives and families of ex-service men therefore arise at once.

90. The general practice in the past has been for men desirous of settling on the land overseas (and, as we have shown, most of the opportunities are on the land) to go out by themselves first, and for the wife and family to remain temporarily in the United Kingdom until the man is settled on his holding.

The reasons for this practice are as follows :—

- (a) A man who wishes to take up land must first acquire "Colonial experience." This is best obtained by going to a training farm, or (more often) by working for a farmer for a year at least.
- (b) On farms overseas, however, there is seldom adequate accommodation for a married labourer. Moreover, the pay which a man receives whilst under training is not large.‡
- (c) In some cases, a man who has been in a State or Dominion for a short period can obtain reduced passages for his wife and family as nominated immigrants.

To these general considerations has to be added the fact that, in the case of ex-service men, the difficulty as to transport of wives and families will be lessened by delay.

* See P. 7 of Sir R. Haggard's Report to the Royal Colonial Institute.

† Par. 94 ff. of [Cd. 8462].

‡ We recognise, of course, that if the wife is a thoroughly competent woman, and if the family is not large, the man and wife can often obtain a situation as "married couple" on a farm or the woman may be able to find employment of some other nature. In such cases no difficulty arises.

Facilities will increase as time goes on. We fully realize the drawbacks to separating a man from his family—drawbacks which apply with double force in the case of men married just before or during the War, where both husband and wife have gone through the strain of the campaign. These are so obvious that we need not elaborate them.

91. On the whole, however, we have come to the conclusion that, solely on account of the practical difficulties, an ex-service man should not take his wife and family with him when he first emigrates, unless he has received from the representative of the Oversea Government concerned, who has approved him as an immigrant, encouragement before starting that arrangements can be made for their support until he is settled on his holding.

92. We have been much impressed with the work which was done before the War by emigration societies and similar institutions in taking an interest in the wives and families of men left behind in the United Kingdom, and in making arrangements for them to go out to the Dominions later on. We suggest that the Central Emigration Authority will have much scope for seeing that similar work is done in connexion with the wives and families of ex-service men. It need not necessarily act directly in the matter; probably, indeed, such work is done best by private agencies. It will be essential, however, to secure that in some way the ties are maintained, and that every effort is made to unite the family as soon as is reasonably possible.

93. As a practical method of effecting this object we suggest that married men who proceed overseas in advance of their wives and families should be encouraged to allot a certain proportion of their earnings towards the maintenance of their dependants in the United Kingdom and towards the cost of passage money.

Widows and Orphans.

94. In the case of widows and orphans we are faced with difficulties of another kind. In some cases (as is shown in Part II of this Report) the widows of sailors and soldiers will be entitled to the same benefits with regard to land settlement as their husbands would have received if they had been living. In many cases, also, the openings for them overseas will be better than any which they could secure at home.

It is essential, however, in all cases for the Oversea Governments concerned to be satisfied that the proposed immigrant of this class is one whom they would welcome. The question is, how can an assurance on this point best be obtained?

95. We suggest :—

- (a) That the Central Emigration Authority which keeps the record of ex-service men who desire to go to the Oversea Dominions should also keep the record of the widows of ex-service men who have the same desire.
- (b) That, in testing the suitability of these widows, the Central Authority should take advantage of local committees working under the Ministry of Pensions, and also of the machinery of the societies specializing on the emigration of women.

96. The three societies represented by the Joint Council of Women's Emigration Societies—namely, the British Women's Emigration Association, the South African Colonization Society, and the Colonial Intelligence League—have always maintained a high standard of selection as to health, moral character, and suitability; and they have definitely stated to us that they will not lower their standard in the case of the widows of soldiers and sailors. Any selection they make would probably be accepted as a sufficient guarantee by the Representatives of the Oversea Governments. No doubt other societies concerned with women's emigration would be willing to give similar pledges.

97. In connexion with the emigration of widows, we would call attention to the comprehensive scheme recently elaborated by the Salvation Army for female emigration generally. They have been promised a grant of £50,000 from the Prince of Wales's Fund for this scheme; 75 per cent. of this and of the other moneys which they expect to receive will be devoted to widows (including the widows of ex-service men) and 25 per cent. may be devoted to single women. The high character of the work of the Salvation Army gives adequate assurance that the scheme will be carefully carried out. We suggest, however, that in the future similar grants should only be given after consultation with the Central Emigration Authority, and that all grants for purposes of this kind should be administered under the supervision of that Authority.

98. With regard to the orphan children of sailors and soldiers, there is no doubt that in many cases it is the happiest thing for them to be sent out to the Oversea Dominions whilst they are still young, so that they may grow up in their new homes ; this plan is in fact already being carried out by various philanthropic societies. It is also certain that children sent out in this way are amongst the most valuable immigrants that any part of the Empire can receive. In fact, so great is this value that, in our opinion, the part of the Empire receiving these children would be well advised to encourage this class of immigration. Every facility should be given by the Home Authorities in putting the Dominion Governments in touch with those immediately responsible for the orphans of ex-service men.

Other Women Relatives.

99. To the mothers, unmarried sisters, and other women relatives of ex-service men, many of the remarks already made apply. Particularly in the case of the fiancées of ex-service men, it is desirable that arrangements should be made for them to be sent out as soon as their new homes are ready for them, and special consideration may be necessary in the case of women who, since the outbreak of war, have become engaged to men in the Oversea Forces. These men, as a rule, will have homes ready in the Dominions.

100. We may mention that there are other societies than those already referred to which are specially suited to take charge of cases of this kind, for example the Young Women's Christian Association and the Girls' Friendly Society. These societies have hostels, etc., in many of the towns and cities overseas where girls and women going out can be looked after, and can stay temporarily, and to which they can return, if out of a situation.

Women Displaced at the End of the War.

101. The question of the displacement of women at the end of the War is, like so many of the questions which we have investigated, one of great uncertainty. An enormous number of women are now employed in posts held by men before the War and in munition works, etc., and the recent extended employment of women in agriculture is of particular importance in this connexion.* Of these women some, no doubt, will be retained in their present positions. Others will go back to their former employment, or obtain work for which they have found that they are specially suited. Others again, are women with private means or home duties who will be glad to retire from outside work. Probably, however, there will be many who will wish to emigrate to the Dominions and be most suitable members of the community. Here the arguments in favour of female emigration as the essential foundation of all effective Empire Settlement come in with full force.

102. The evidence of the large majority of our witnesses representing the Dominion Governments is that there are few vacancies for women overseas except for domestic service. And, in fact, apart from the grant of nominated passages, most of the Dominions specifically restrict their encouragement of the immigration of women to those who have qualifications for domestic help, though they recognize that very often, after a few months' experience these women exchange this career for others which offer brighter prospects.

103. On the other hand some of the representatives of the societies specially concerned with the emigration of women told us that the demand for educated women such as nurses, teachers, etc., has lately been increasing, especially in the Union of South Africa, and there is similar evidence as to Rhodesia, where vacancies also exist in public and commercial offices for women clerks from the Mother Country. It must also be borne in mind that the employments in which some women have been engaged during the War—such as nursing, motor driving, gardening, and working on farms—make them more suitable for life in the rural districts of the Dominions than women who went out in former years.

104. We have only to remark on the subject of the emigration of women of this class that full advantage should be taken of the machinery of the societies particularly concerned with the emigration of women. Such emigration has special difficulties and needs special experience, and it is essential, we think, to utilise the knowledge of those who have made it their study.

* NOTE.—Special attention may be directed to the Register of women employed, and willing to be employed, in each County in farm and dairy work, etc., which is kept by the Board of Agriculture and Fisheries, the number of women engaged in, and available for, different branches of agricultural labour being separately recorded.

Government Assistance to the Emigration of Women.

105. We deal in Part IX of this Report with the question of financial assistance on the part of the Home Government to the emigration of ex-service men generally, and we think that the principle there suggested, viz. : that the policy of granting or withholding assistance should depend mainly on the circumstances which actually arise when the time comes for demobilisation, should be followed in the case of women as well as in the case of men. We may say here, however, that, in our view, there would be far greater justification for the grant of monetary assistance towards the emigration of the wives, families, and other relatives of ex-service men than there would be for such assistance towards the emigration of the men themselves.

106. We may add that, in the case of the widows and orphans of ex-service men, the financial difficulty is not likely to be so great as in other cases. Provision is made, in detail, for the grant of pensions to them under the Royal Warrant and Order in Council for the Pensions of Soldiers and Sailors.* We suggest that, in suitable cases, arrangements should be made in consultation with the Central Emigration Authority by the Ministry of Pensions, which, we understand, will need the consent of the Treasury, for (a) commutation of part of the pensions of widows and orphans of ex-service men ; (b) advances of such pensions for the purpose of paying passages ; (c) payment of such pensions through the Oversea Governments in cases where it is thought desirable to facilitate their settlement overseas.

VII.—HOW INFORMATION SHOULD BE MADE ACCESSIBLE TO THE TROOPS.

Time.

107. As we said at the beginning of this Report, we felt bound to be guided by the opinion of the Departments of the Home Government concerned as to the time at which the information available as to the openings offered to ex-service men overseas, should be made officially accessible to the troops. We, therefore, consulted the War Office and the Ministry of Labour, as being the Offices primarily interested. Both expressed the opinion that the proper period for disseminating information will be that between the date of cessation of hostilities and the time when men are granted furlough previous to being discharged.

Methods.

108. When the proper time comes for disseminating information, the following points must be borne in mind :—

- (a) An outline of information as to openings in the Oversea Dominions should be supplied to ex-service men generally.
- (b) More detailed information on the subject should be available for those whose minds are turning in the direction of emigration.

109. The Emigrants' Information Office have put to us the following suggestions on this subject, with which we agree :—

(1) Posters should be prepared summarizing the special opportunities offering to ex-service men in the Oversea Dominions generally. These posters must contain clear, but greatly epitomized, information. They should include references to leaflets setting out fuller particulars, and should also contain a brief statement of the advantages of settlement in the Empire in preference to foreign countries. They should be available for His Majesty's ships, all Military units, all Naval and Military Dispersal Stations, Employment Exchanges, Post Offices, Y.M.C.A. and other Huts and Hostels, etc.

(2) One or more leaflets should be prepared setting out, in considerable detail, particulars of these special opportunities. The leaflets already drawn up by the Royal Colonial Institute on the subject would be valuable for this purpose, and the information set out in Part II of this Report should be kept up to date, and utilized. The leaflets, when issued, might well resemble the valuable pamphlets already issued by the Emigrants' Information Office. They should be circulated to those interested by the Authority publishing them, and also made available by the means described in paragraph 110 (2) below.

* See [Cd. 8485.]

Distribution of Information.

110. We pass on to the machinery needed to ensure that the men are adequately advised. It is understood that, according to present ideas,

(a) each man will receive, before demobilisation, a form on which *inter alia* he will state his wishes as to future employment.

(b) Local demobilisation committees will be appointed in connexion with the Employment Exchanges to advise the men on the various kinds of employment available.

On the assumption that these ideas will still hold good at the end of the War, we make the following suggestions intended to secure that the men shall have adequate means of ascertaining the opportunities for settlement overseas :—

(1) The form which each man receives should be drawn up in such a way as to enable those men who so desire to indicate their preference for employment in the Oversea Dominions of the Empire.

The names of those who express this preference, together with all other relevant particulars concerning them, should be sent for record to the Central Emigration Authority.

(2) Officers of the Employment Exchanges will, it is understood, be the secretaries of the local Demobilisation Committees to which reference is made above. For the special duty of conveying advice to men as to the various opportunities overseas they should be in direct correspondence with the Central Emigration Authority, which would issue the necessary literature and full instructions. Representatives from the Central Authority should also visit, and attend meetings of, the local Demobilisation Committees in as many important centres as possible. We think it would also be of advantage if, wherever possible, men well acquainted with oversea affairs could be nominated by the Central Authority as permanent members of the local Committees. In several cases, gentlemen who would be willing to give their services for work of this kind have already communicated with us.

VIII.—THE QUESTION OF TRANSPORT.

111. The question of transport after the war to the Oversea Dominions is necessarily very obscure. It is quite uncertain how many ships will be available ; and those which are normally engaged in the passenger service to Canada, Australia, New Zealand, and the Union of South Africa will almost certainly be taxed for many months to their utmost capacity in taking back the Oversea Contingents to their homes. In fact, all the available indications point to the probability that, for a considerable time after the cessation of hostilities, the British shipping available will be quite insufficient to accommodate any large number of ex-service men who may desire to emigrate.

112. We made enquiries of the leading shipping companies* as to the transport of ex-service men from the United Kingdom desirous of settling overseas, asking whether they had considered the question of making any concession in the way of reduced fares, etc., for such men, their wives, widows and families. The replies received were in most cases sympathetic ; but the companies pointed out that most of their ships were at present engaged in the transport of troops or on other Government service under the direction of the Shipping Controller, and that the condition of affairs after the War was so uncertain that it was impracticable for them to form any decision now as to the course which they would then take.

113. It is possible, however, that while British ships may not be available to convey emigrants to the Oversea Dominions during the first few months after the War, there might be no lack of other shipping which would offer opportunities for transport to foreign destinations. We could not contemplate with equanimity a position of this kind. The policy of all the British Governments after the War will undoubtedly be the promotion of migration within the Empire. Whilst, therefore, we should have no objection to ex-service men proceeding to foreign destinations to resume posts which they held before the War, or to take up assured employment, it seems to us most advisable to discourage general emigration to foreign countries while facilities are wanting for migration within the Empire.

* The list is set out in Appendix IV.

IX.—THE QUESTION OF FINANCE.

114. The main question with which each Government will be faced on demobilisation will be the absorption of its own sailors and soldiers in the various branches of civil life, and each Government will be under the strongest obligation to see that those who fought for the Empire shall have a reasonable chance in the future of earning a good livelihood within the Empire's limits.

115. So far as the United Kingdom is concerned there is, however, a very general impression that, owing to the vast number of men involved, and the changed economic conditions due to the War, there will be so much difficulty in finding employment for ex-service men, munition workers and others, that it will be essential to find a new home for many overseas. Time must prove whether this surmise is correct or not. Some of those who have studied the subject carefully are of opinion that the capacity for absorption of labour in the United Kingdom in industrial pursuits after the War is likely to be very great, and much larger than is generally anticipated. Some experts, indeed, are sanguine that the period of dislocation will be comparatively brief, and it is stated that there is little apprehension amongst employers of a shortage of capital for reconstruction work. It is, however, impossible at present to form any accurate forecast.

Classes of ex-service Men who may wish to Emigrate.

116. In any case it seems certain that a considerable number of men will want to pursue their career in the Oversea Dominions. We may instance in particular :—

- (1) Youths who have joined the Army on reaching the age of 18, and have had previously no fixed employment.
- (2) Men previously accustomed to an indoor life, who have made up their minds not to return to sedentary employment after their experiences of open-air campaigning.*
- (3) Officers who, during the War, have risen to commissioned rank by their prowess and capacity for command.

Besides men in these three categories there will, doubtless, be a considerable number who will be attracted by the account given them by their comrades in arms from overseas of the advantages and freedom of life in the Dominions.

117. The question before us is,—What financial aid is necessary to help these men to attain their desire? Several aspects of the matter need consideration; first, the cost of transporting the ex-service man, with possibly his wife and family, to some place in the Oversea Dominions where work awaits him; secondly, the cost of settling upon the land men who desire to take up farming life; thirdly, the creation of employment of ex-service men overseas by public expenditure upon industries of local and national importance.

Financial Position of such Men.

118. It is often assumed that ex-service men wishing to emigrate will have practically no money of their own, but figures which we have collected show that this is by no means the case.

119. Thus Officers of the New Armies will, as a rule, on cessation of employment, receive a gratuity amounting to 121 days' pay for the first year and 62 days' pay for every subsequent year of service.† Again, those Officers who have been specially promoted from the ranks of the Old Regular Army since the beginning of the War will also receive, if they retire, a special gratuity varying from £200 to £1,000.‡

120. The men also will receive on discharge a not inconsiderable sum, in addition to any credit balances in their accounts (which may vary from nothing to £15 or more) for pay unissued during service abroad.

The sum payable to a soldier on demobilisation comprises pay and ration allowance and, if he is entitled, separation allowance for a furlough of 28 days; a service gratuity (if he is not entitled to pension) of £1 for each year or part of a year, with a minimum of 30s.; and a special war gratuity at a rate not yet fixed, if he has served in a sphere

* The number in this class is, however, purely a matter of conjecture, and the conjectures which we have heard are strangely variant.

† Pay Warrant, Article 197.

‡ Pay Warrant, Article 572A.

of active operations. Thus the minimum sum to be received at the end of the War will be about £10, in addition to any credit balance in the soldier's account.*

In a good many cases also, sailors and soldiers will be entitled to long service pensions of a considerable amount.

Assistance by the Home Government.

121. It has been suggested that the Home Government might assist ex-service men who wish to settle in the Oversea Dominions in two ways:—

- (a) By the payment of passage money.
- (b) By the advance of capital by way of loan or gift, for schemes of settlement overseas.

We take these in order.

PAYMENT OF PASSAGE MONEY.

122. As regards the payment of passage money we found opinion divided. Some of the Emigration Societies have advanced money on loan for passages, and have been successful in recovering the whole or a large part of the amount; which shows how often men who were at the time unable even to pay their own passages have proved valuable settlers. On the other hand, many of our witnesses expressed the opinion that, in ordinary times, the best emigrant was the one who paid his own passage, and several applied this argument to the case of ex-service men.

123. We do not think that this latter contention is really applicable to the case of ex-service men. The conditions are entirely exceptional. We should be glad, indeed, to see the principle accepted that a soldier or sailor who has served in the present war might, within a reasonable time, claim free transport to any part of the Empire where he wishes to settle. We are bound to recognise that administrative and economic considerations may make this course difficult, but the following suggestions occur to us:—

- (a) If ships are found to be available for men whilst they are waiting for demobilisation in France or the United Kingdom, the Home Government might well pay their passages in lieu of maintenance, provided that the Oversea Governments are ready to receive the men.
- (b) Under Indian regulations, a man is entitled, on discharge, to conveyance at Government expense either to the United Kingdom or to the nearest port in any British Colony in steam communication with India. We think it would be of advantage if a similar practice could be adopted in the case of officers and men who, when peace is declared, are on extra-European stations, and wish to settle in the Oversea Dominions. At some of these stations the retention of the existing garrisons may be necessary for a time until it is possible to find reliefs. It seems probable that any such arrangement would be of limited application, and would not interfere with the arrangements of the Oversea Governments for the demobilisation of their own contingents.
- (c) We suggest that the question should be considered by the Departments concerned of retaining, in approved cases, the amount due to a sailor or soldier on his going on leave prior to discharge and, with his consent, keeping it for him for payment of passage to one of the Oversea Dominions.
- (d) We also suggest that every facility should be given, in the case of men with long-service pensions, for an advance on the pension for payment of transport to one of the Oversea Dominions. This practice was, in fact, in force before the War.

124. It is probable, however, that a great many men will want to remain in the United Kingdom for a time, and will not make up their minds till later whether they desire to find a new home overseas. For the majority of such men, the suggestions which we have already made will not provide.

125. Whether the Home Government (or indeed, the Oversea Governments), should then contribute towards the passages of men of this class, must, we think, entirely

* It is also likely that, in many cases, the men may have money invested in War Loan, Exchequer Bonds, etc. Special facilities have been given them for such investments.

depend upon the exigencies of the time, and, in particular, upon the capacity of the United Kingdom, after demobilisation, to absorb her own ex-service men.

126. We can only suggest that the Home Government should regard the emigration of ex-service men as one of many ways of benefiting them, and should not hesitate to meet the necessary expenditure if occasion should so require, and if openings were available for such men in the Oversea Dominions.

ADVANCE OF CAPITAL.

127. We pass on to the question of expenditure of large sums of money by the Home Government, by way of advances of capital, or otherwise, for the settlement of ex-service men overseas.

128. No doubt land settlement is a very expensive process. Some of the Oversea Governments, however, as appears from the schemes already described, are willing to face this expenditure for the settlement of their own ex-service men, and also of men from the United Kingdom and other parts of the Empire.

Others, however, point out that the cost involved is such that, whilst they are willing and anxious to help, they cannot do more, in the near future, than provide for their own ex-service men unless they have further facilities for raising loans on the British market, and, in some cases, have the co-operation and enlist the credit of the Imperial Government.

With this view we have much sympathy. At the same time, it would be idle not to recognise that the calls upon the Home Government after the War on account of capital and other expenditure are likely to be very heavy, and that its first attention will naturally be devoted to absorbing men in agriculture and industry in the United Kingdom.

The question before us is, whether any solution of the difficulty is practicable which will not impose an undue financial burden on any part of the Empire.

129. It will be remembered that at the recent Imperial War Conference the following resolution was carried at the instance of Sir R. Borden* :

“Having regard to the experience obtained in the present War, this Conference records its opinion that the safety of the Empire and the necessary development of its component parts, require prompt and attentive consideration, as well as concerted action, with regard to the following matters :—

- (1) The production of an adequate food supply and arrangements for its transportation when and where required, under any conditions that may reasonably be anticipated.
- (2) The control of natural resources available within the Empire, especially those that are of an essential character for necessary national purposes, whether in peace or war.
- (3) The economical utilization of such natural resources through processes of manufacture carried on within the Empire.

The Conference commends to the consideration of the Governments summoned thereto the enactment of such legislation as may assist this purpose.”

130. We believe that it should be possible to further the development of the Empire in certain directions by the employment of ex-service men, and we venture to make the following suggestions as a means of giving effect to the Resolution in question.

131. Any of the Oversea Governments which is prepared to draw up a specific scheme (a) for the development of its natural resources, and (b) concurrently for the employment and settlement of its own ex-service men and those from the United Kingdom and other parts of the Empire, but is hampered by lack of funds, might arrange for such a scheme to be prepared and submitted for the consideration of the Home Government.

132. It is not difficult to suggest, in principle, schemes directed towards both these objects. Leaving aside schemes of actual land settlement, one instance would be the construction of a railway through an undeveloped area. Another would be the extension of existing, or the initiation of new, irrigation schemes. Many other directions for development are indicated in the recently issued Final Report of the Dominions Royal Commission.†

* See p. 6 of [Cd. 8566].

† [Cd. 8162.]

133. The schemes prepared locally would, of course, need to set out fully details of the work proposed, including—

- (1) The estimated cost.
- (2) The number of ex-service men from the United Kingdom and other parts of the Empire for whom it is contemplated to provide.

These details would be essential from the point of view of the Home Government. Their local preparation and discussion would also ensure that the existing labour market was adequately guarded, and other similar considerations taken into sufficient account.

134. The Home Government would not necessarily be bound to advance capital to the Oversea Government for schemes of the kind which we have indicated. This could hardly be expected unless financial and labour conditions at home rendered such a policy acceptable. If, however, it were proved that circumstances were favourable to a loan, the credit of the Home Government, under suitable conditions and safeguards, might well be used for the purpose.

135. At the same time we do not disguise the fact that difficulties may be encountered in carrying out the above proposals. The provision of British credit for schemes of development must remain under the control of the British Parliament so long as the constitution of the Empire remains what it is at present. Such control involves criticisms of individual schemes, and estimates of their soundness financially and otherwise, and such criticism may lead to friction. In this connection the analogy of such cases as that of the Uganda Railway is instructive. In that instance the administration of the territory affected and the provision of credit lay with the same Government. In the schemes now contemplated, however, the initiation and management of the scheme will be with one autonomous part of the Empire and provision of credit for that scheme with another. This being so, the Parliament of the United Kingdom not only might require schemes to be scrutinised to which its credit was to be given but would be right in so doing. On the other hand an Oversea Dominion or State might resent a severe criticism of its plans for internal development, particularly if such criticism involved a comparison with, or preference over, those of others. The root of the whole difficulty lies, of course, in the fact that the ideal here contemplated is development by the Empire as a whole of those parts of it which possess the greatest possibilities, and yet that at present the only constitutional authority available for the purpose is a Parliament in which only the United Kingdom is represented. Unless and until, however, some constitutional rearrangement is effected, the above arrangement alone is possible. Moreover, in most cases possibilities of trouble do not in fact materialise. In view, therefore, of the very real need for Empire development, we are of opinion that the risk should be taken.

136. We do not propose to elaborate the idea further.* It would have to be submitted to the Governments concerned and their approval obtained to the principle involved. We put it forward because the experience of the present War has shown how man-power can be diverted to that part of the British Empire where it is most urgently needed at the time. If this is so, is it not possible, in times of peace, to make a start with the scientific application of the capital and population available within the Empire?

X.—CONSTITUTION OF A CENTRAL AUTHORITY.

137. We now come to the last part of our terms of reference—viz., our views as to the constitution of a Central Authority to supervise and assist the emigration of ex-service men. In previous parts of this Report we have had occasion to refer to various duties

* We call special attention, however, to a Memorandum prepared by Mr. Lyttelton Gell, printed as Appendix I., in which he has sketched out a plan for financing Empire Land Settlement on a large scale.

which this Authority should perform. We now desire to put forward the following propositions concerning it :—

- (1) It is undesirable to set up an Authority to deal with the emigration and settlement of ex-service men which would be independent of any existing or prospective Authority concerned with emigration generally.
- (2) The Oversea Governments should be closely connected with any new Authority.
- (3) Such Authority should be in working order before the War is over.
- (4) It should be so constituted as to be capable of carrying out any policy as regards emigration which may be decided upon by the Home Government in consultation with the Oversea Governments.

We may explain these propositions in somewhat greater detail.

(1).—Unification of Emigration Machinery in the United Kingdom

138. We do not think that the emigration of ex-service men after the War should be in any way divorced from the general question of emigration.

In our opinion, the sooner ex-service men, after the War, are absorbed into the general life of the various parts of the Empire, the better it will be. Except, therefore, in so far as machinery is necessary to enable ex-service men to obtain information as to, and to take advantage of, the special facilities offered to them in the Oversea Dominions, they should be treated in the same way as other members of the community desiring to emigrate.

139. As to the necessity for the creation of a new Authority in the United Kingdom to deal with emigration matters generally, we need only say that we are in entire agreement with the recommendations made in the Final Report of the Dominions Royal Commission* that an Authority should be set up which would absorb the present Emigrants' Information Office and concern itself with the following matters :—

- (a) The licensing of passage brokers and passage brokers' agents ;
- (b) The licensing of emigration societies ;
- (c) The general dissemination of information as to the openings in the Oversea Dominions ;
- (d) The task of reporting annually upon questions connected with Imperial migration.†
- (e) Such duties in regard to the supervision of the emigration of Poor Law children and children from Industrial and Reformatory schools as may be assigned to it.

We also agree with the Royal Commission that it will be necessary for the new Authority to advise upon all matters connected with the accommodation for emigrants on board ship, and other questions affecting their health during the voyage.

140. In our opinion the proposed new Authority should also be empowered to deal with the emigration of ex service men, their wives, families, and relatives.

(2).—Constitution of Central Authority, and Relation of Oversea Governments to it.

141. The Dominions Royal Commission recommended that there should be a Central Authority set up, which would be a Department, or Sub-Department, of the Home

* See Chapter VIII. of [Cd. 8162].

† In this connexion it would be necessary for the Home Office, the Board of Trade, and the Authority to arrange jointly as to the form of return upon which statistics of emigration and immigration are based.

Government, and that a Consultative Board should be appointed, on which the Oversea Dominions and others should be represented, to advise the new Authority, and secure the necessary co-operation between the Home and Oversea Governments with regard to matters of migration.

142. We agree entirely as to the necessity for such co-operation, but we ourselves go further than the Royal Commission. In our opinion representatives of the Oversea Dominions and others should be connected with the new Authority, not in an advisory but in an executive capacity.

143. It is, of course, axiomatic that, whatever the machinery set up for controlling emigration from the United Kingdom, a Minister of the United Kingdom, who can answer to Parliament for it, must ultimately be responsible for its work.

Subject, however, to that ultimate responsibility, we suggest that the actual executive duties should be entrusted to a Board, to be forthwith constituted, made up on the following lines :—

A Chairman, who should be able to devote his whole time to the subject, appointed by the Minister of the Crown responsible for the work of the Board.

Five representatives of the Home Government, one to be nominated by each of the following Departments:—

Colonial Office.
War Office (temporarily).
Board of Trade.
Local Government Board.
Ministry of Labour.

Four representatives nominated respectively by—

The Government of the Dominion of Canada.
The Government of the Commonwealth of Australia.
The Government of the Dominion of New Zealand.
The Government of the Union of South Africa.

One of the Agents-General for the Australian States.
One of the Agents-General for the Canadian Provinces.
Five unofficial members, of whom two should be women.

144. It would be understood that the two Agents-General were appointed as representing their colleagues on all matters other than those where State or Provincial interests were specially involved. Care should be taken to ensure that, wherever the interests of any Australian State or Canadian Province was involved, the Agent-General concerned should be consulted formally by the Chairman, and, where he considered it necessary, summoned to attend a meeting of the Central Authority and to vote in respect of those interests.

Representatives of other parts of the Empire, such as Newfoundland and Rhodesia, and of other Departments of the Home Government, such as the Board of Agriculture, should be similarly consulted and invited to attend with similar voting powers whenever their interests were involved.

145. It will be essential for women experienced in emigration matters to be associated with the practical task of dealing with the wives and families of ex-service men, and generally with problems connected with the emigration of women and girls.

146. We do not contemplate any alteration in the various organisations which the Dominion and State Governments maintain. These would go on as before, and would, of course, have the final voice in the selection of ex-service men to participate in their own special settlement schemes. But we feel confident that representation of the Oversea Dominions and others interested in emigration on the Central Authority would add to the smoothness of its working, whilst such representation would also tend to obviate overlapping of effort.

(3).—Necessity for creation of the New Authority before the Conclusion of the War.

147. So far as the general control of emigration from the United Kingdom is concerned, it is obvious that the present is an unequalled opportunity for effecting a change. Emigration is at a standstill. Such vested interests as previously existed have practically vanished. Now is the time to take action in the way of carrying out a much needed reform of methods.

So far as the emigration of ex-service men is concerned, it is obvious that unless the machinery for distributing information is ready before the War is over, and made capable of adaptation to the pace of demobilisation, the Governments concerned will be open to the charge of having neglected an important side of reconstruction work, and there will be grave danger of men drifting away outside the Empire.

We would, therefore, lay stress upon the necessity for the prompt creation of a new Authority. In our opinion the matter will brook no delay.

(4).—Nature of Work Needed and Provision for Expansion.

148. What the position will be at the end of the War few would care to prophesy. It is certain that the United Kingdom will be faced with a National Debt at least five or six times as large as that before the War. It is equally certain that its working population at the ages most important for industry will be seriously depleted through the havoc caused by death and disablement. Without taking into account the diminished industrial efficiency caused by disablement, the reduction in the male population owing to deaths due to military and naval casualties will be serious. It is officially estimated that, by April 1918, if the War lasts so long, not only will the whole of the natural increase of the male population of England and Wales between the ages 20 and 35 since 1911 have disappeared but there will actually be a considerable decrease of the male population between those ages.*

Other factors in the position which are still undecided at present are :—

- (a) The size of the Army which will be needed after the War.
- (b) The nature of the obligations which will be required by the Home Government from men of military age, and
- (c) The reciprocal obligations between the Mother Country and the Dominions with regard to an Imperial Army.

149. On the other hand there is at least the possibility that there will be difficulties and distress in the United Kingdom after the War caused by the dislocation of industry, the displacement of labour, etc., which properly directed emigration might, under certain conditions, relieve. It has also to be remembered that there has been practically no emigration from the United Kingdom during the War, so that the Dominions will have been deprived of their normal flow of immigrants. So far as women and children are concerned, the population of the United Kingdom available for emigration has *pro tanto* increased.

Note.—It should be noted, in this connexion, that the decrease in the birth rate of the United Kingdom, which began in 1876, commenced several years sooner than the decrease in the death rate in the first year of life and in the early years of life. Consequently there has been of recent years a reduction in the number of males and females entering the period between the ages 15–30 (*see* Final Report of Dominions Royal Commission, p. 87 of [Cd. 8462].)

It should also be noted that in 1913 it was estimated that the net emigration of males from the United Kingdom between the ages 18–30 was greater than the normal increase by growth of population. In the case of Scotland and Ireland, the net emigration between these ages was more than double the natural increase. ([Cd. 8462] *loc. cit.*)

150. We mention these considerations and counter-considerations as showing how impossible it is, in the present circumstances, to offer any decided opinion as to the extent of the activities of any new Authority set up to deal with emigration from the United Kingdom.

We can only say that the arrangements must be extremely elastic. The Authority should be ready to deal at once with essential matters. Thus it must be in a position to supply trustworthy information to ex-service men ; to record the names and careers of those who desire to emigrate ; and to transfer their cases, after preliminaries have been completed, to the office of the Dominion or State of their choice. It must also be prepared to deal immediately with various matters affecting emigration generally, such as the control of passage brokers, passage brokers' agents, and Emigration Societies.

It should further be capable of quick expansion so as to be able to encourage and aid emigration more actively if experience proves such a course desirable, in order to relieve congestion in the United Kingdom and should opportunities in the Oversea Dominions be proved concurrently to exist.

151. The actual arrangements for setting up the new Authority are, of course, matters of administrative detail into which we need not enter, but we may offer the following observations on this aspect of the question :—

- (a) The Central Emigration Authority should be housed in a building in a central and easily accessible locality. We do not think that the present quarters of the Emigrants' Information Office are suitable for the new Authority.
- (b) During the time when the Authority is dealing with inquiries from ex-service men in large numbers it will obviously need a staff with special qualifications.

The existing staff of the Emigrants' Information Office will, no doubt, be transferred to the service of the Authority, but we should like to see added to them men who

- (1) have themselves served in the Forces and
- (2) have had actual experience of life in the Dominions.

These qualifications would enable them to give far better practical advice than others.

XI.—CONCLUSION.

152. A considerable advance has already been made in the subject to which our main attention has been devoted—namely, the plans for settling ex-service men on the land in the various parts of the Empire. We think that much credit is due to those who have spent their time and energy in maturing schemes. In particular, we feel that a deep debt of gratitude is due to the Royal Colonial Institute for their foresight in taking up the important subject of the Empire settlement of ex-service men after the War ; to Sir Rider Haggard for travelling round the world in an honorary capacity and asking the aid of the various Governments in carrying it out ; and still more to the Oversea Governments throughout the Empire for their liberal offers—which are valuable not only for their generosity, but also for the way in which they have been made. The action of the Dominions in sending their men to fight shoulder to shoulder with the men from home has done much to consolidate the Empire ; their action now in placing the men from home on the same footing as their own men in land settlement will tend still further to that consolidation.

Summary of Conclusions and Recommendations.

153. We now set out the various conclusions at which we have arrived on the questions referred to us, and the recommendations which we wish to make.

(1.) FACILITIES FOR LAND SETTLEMENT PROVIDED AND CONTEMPLATED.

154. These are set out in Part II. of this Report (paras. 11-84).

It is quite impossible to form an estimate of how many ex-service men might be accommodated under all the schemes taken together, beyond saying that the numbers will amount to tens of thousands. For instance, in the Prairie Provinces of Canada, a large number of men who have previous experience can take up land at once; and besides these, of men without agricultural experience who should go to work on other farms until they are competent to take up land, Mr. Bruce Walker estimates that in the first three years after the War the country could absorb 90,000. In Queensland, the preliminary scheme for soldier settlements provides for nearly 20,000 men. The witness for Western Australia estimates that in three years that State could absorb more than 14,000 in agricultural pursuits. In New South Wales the Yanco scheme will provide 1,000 farms and besides that, there are large areas, both in that State and elsewhere, which at present are without railway communication and are not ready for productive settlement. If increased facilities can be obtained for the securing of loan moneys for development purposes in the near future, the area available for settlement would be very greatly increased in the course of a few years.

155. In some cases the schemes to which we have referred are incomplete, as they have not yet been thought out in detail. In other cases we are informed that the Governments concerned intend to formulate further plans for which legislation will be necessary. We trust that these matters will have so far advanced before the cessation of hostilities that when the time comes the Central Emigration Authority may be able to explain each scheme with equal clearness to intending settlers.

(2.) MARRIED MEN, THEIR WIVES AND FAMILIES, AND OTHER WOMEN EMIGRANTS.

156. We are of opinion that in all arrangements for the settlement of ex-service men in the Oversea Dominions a preference should be given to married men (para. 89).

157. Owing to the need of preliminary training and other reasons, the practice hitherto has been for a man who wishes to settle on the land to go first and for his wife and family to join him after an interval. In the case of ex-service men transportation difficulties provide an additional reason for this course. We lay great stress, however, on the need for facilitating the emigration of the women relatives of ex-service men and of the fiancées of those engaged to be married, and suggest various means to this end (paras. 89-93 and 99-100).

158. We also make proposals as to the steps to be taken to facilitate the emigration to the Oversea Dominions of the widows and orphans of ex-service men. We further refer to the case of other women who may be displaced at the end of the War for whom openings might be found. We have dwelt on this at some length as we consider female emigration to be the essential foundation of all effective Empire settlement. We are strongly in favour of the utilisation for this purpose of the assistance offered by the societies which have specialised in the emigration of women (paras. 94-98 and 101-104).

(3.) NEED FOR CAPITAL AND EXPERIENCE.

159. The capital stated to be required varies from a very small sum in the Prairie Provinces of Canada, Ontario, and New Brunswick, to £1,000 or £1,500 in the Union of South Africa and Rhodesia. It is true that in some cases the land is a free grant, and that in most cases the payment for the land is distributed over a number of years. Further,

the Governments or the Agricultural Credit Banks are ready to advance money for improvements at a moderate rate of interest; hence the amount of capital required is smaller than at first sight appears. This remark particularly applies in the case of Canada and Australia, where, in addition to the assistance offered by the Provincial and State Governments, further financial help may be provided by the Central Governments.

160. Again, the evidence as to the necessity of previous agricultural experience is unanimous. All the witnesses agreed also in saying that it should, in general, be acquired locally. In a limited number of cases, training farms and similar institutions have been established in the Dominions at which such experience can be obtained; those who do not wish, or are unable, to go to such institutions are strongly advised to obtain situations on other farms.

161. The net result of the evidence, accordingly, is that all intending settlers, whether ex-service men or others, should, on arrival, rather take up farming employment for a time than seek to obtain holdings of their own at once. It is essential that this should be clearly understood, and that ex-service men should realise that they ought to make their arrangements accordingly.

(4.) GROUP SETTLEMENTS.

162. In many cases, as large numbers of contiguous holdings will be offered for selection by ex-service men, it will be possible for a party of friends to arrange to be near together. In a few, such as New Brunswick and Ontario, "community" or "group" settlements will be formed. We believe that this is an idea which will meet the views of many ex-service men who will wish to be amongst friends from the same naval or military unit in their new homes. We suggest that arrangements should be made whereby men, before leaving the United Kingdom, should be able to form themselves into groups, who would go through their training together with the object of forming special settlements.

163. In this connection we may remark that, although previous experience of special colonies has not been happy (as was pointed out in the Report of the Departmental Committee on Agricultural Settlements in the British Colonies in 1906)* the Regulations for "community" or "group" settlements made by the Governments concerned, which are before us, seem to have been so framed that there is every reason to hope that the causes which led to the failure of earlier attempts will be avoided.

(5.) TRAINING IN THE UNITED KINGDOM.

164. We do not think it expedient to establish Government farms in the United Kingdom for training ex-service men who desire to settle on the land in the Oversea Dominions. The requisite training, as explained above, is best obtained in the Dominions themselves, on either Government or private farms. On the other hand, work on a farm in the United Kingdom is often a good means of testing a man's aptitude for oversea life. If, therefore, ex-service men who intend to emigrate are delayed in doing so by the lack of accommodation on ships we think that it would be well to call their attention to such facilities for elementary training as have been provided by existing institutions, &c. (paras. 84-86).

(6.) THE QUESTION OF THE DISABLED.

165. There are few opportunities in the Oversea Dominions for even partially disabled ex-service men from the United Kingdom.

We recommend consultation with the Central Emigration Authority which we propose in cases where opportunities offer. If the difficulties which arise in any particular cases can be overcome, we consider that every facility should be given in the way of advance of pensions, &c. (para. 87).

* [Cd. 2978.]

(7.) HOW INFORMATION SHOULD BE MADE ACCESSIBLE.

166. The proper period for making official information as to openings overseas accessible to the troops is that between the cessation of hostilities and the time when men are granted furlough previous to being discharged. We outline a scheme for the purpose of distributing such information by means of posters and leaflets, and by utilising the local committees which, it is understood, will be set up on demobilisation (paras. 107-110).

(8.) MEDICAL EXAMINATION.

167. We think that, in all cases of oversea settlement, arrangements should be made whereby ex-service men who wish to participate in the schemes of the Oversea Governments may be officially assured, before they leave the United Kingdom, that they will not be rejected, on arrival, on medical or other grounds.

(9.) THE QUESTION OF TRANSPORT.

168. The question of facilities for transport is extremely obscure; but all the available indications point to the probability that, for a considerable time after the cessation of hostilities, the British shipping available will be quite insufficient to accommodate any large number of ex-service men desirous of emigrating from the United Kingdom (para. 111).

(10.) THE QUESTION OF FINANCE.

169. We make various suggestions for facilitating the passage to the Dominions of ex-service men who may have an opportunity of settling there during the period immediately following the termination of hostilities. Whether the Home or Oversea Governments should afterwards contribute towards the passage of ex-service men who wish to emigrate must, we think, entirely depend upon the exigencies of the time and, in particular, upon the capacity of the United Kingdom, after demobilisation, to absorb her own ex-service men (paras. 122-6).

170. We think, however, that the conclusion of the War will afford an unequalled opportunity for attempting to apply scientifically the capital and man power available within the Empire for the development of its component parts. We have drawn up the outlines of a scheme directed towards this object and particularly for encouraging the settlement of ex-service men in those parts of the Empire where the extent of the development possible is dependent upon greater facilities for obtaining capital by loan (paras. 127-136).

(11.) CONSTITUTION OF A CENTRAL AUTHORITY.

171. We make detailed recommendations as to the composition and duties of a Central Emigration Authority to deal with the whole question of emigration, and in particular with the emigration of ex-service men. It should contain representatives of both the Home and Oversea Governments, and also a limited number of unofficial members.

In our opinion it is imperative that this Authority should be set up without delay (paras. 137-151).

172. We desire to express our appreciation of the zeal and ability with which Mr. Harding and Dr. Penncfather have fulfilled their duties as secretaries. Their

knowledge of the Dominions and the attention which they have paid for many years to the question of emigration have been invaluable.

We have the honour to be,
Sir,
Your obedient servants,

TENNYSON (*Chairman*),
F. D. ACLAND,
WILLIAM C. BRIDGEMAN,
BURNHAM,
H. H. FAWCETT,
ANDREW FISHER,
P. LYTTTELTON GELL,
H. RIDER HAGGARD,
J. HOWARD,
DAVID C. LAMB,
PETER McBRIDE,
JOHN McCALL,
THOS. MACKENZIE,
T. C. MACNAGHTEN,
IAN MACPHERSON,
NEWTON J. MOORE,
P. PELLETIER,
OWEN PHILIPPS,
JOHN A. REID,
R. REID,
GEO. H. ROBERTS,
T. B. ROBINSON,
ROBERT ROGERS,*
W. P. SCHREINER,
ARTHUR STEEL-MAITLAND,
EDWARD G. STRUTT,
A. V. SYMONDS,
J. H. TURNER,
C. G. WADE,
J. BRUCE WALKER,*
FRED. W. YOUNG

E. J. HARDING,
Secretary.

F. W. PENNEFATHER,
Assistant Secretary.

LONDON, 28th July, 1917.

* As authorised by telegram.—TENNYSON,

APPENDIX I.

Memorandum by Mr. P. Lyttelton Gell. (*See* paragraph 136.)

THE FINANCE OF EMPIRE LAND SETTLEMENT.

In view of the adoption of Sir R. Borden's Resolution by the Imperial Conference, following upon the conclusions of the Dominions Royal Commission, we may assume as the basis of future Imperial policy that the prosperity and increase of the white population throughout the Empire is to be recognised as the common interest alike of Great Britain and of all other Dominions of the Crown. The acceptance of this policy involves (amongst other factors which are beyond our reference) the regulated migration of British subjects for whom no openings are available in one territory to other territories in which they are not only needed but can thrive. The settlement of ex-soldiers as cultivating landowners can only be regarded as a stage in this policy.

The Committee has recognised that there may be employment for ex-soldiers on still wider projects of industrial development which await the attention of His Majesty's Governments throughout the Empire; but in dealing with finance, this Committee can only consider the limited, though not inconsiderable, problem involved in the settlement of ex-soldiers with little or no capital, upon the lands offered to them by the Dominions.

The information submitted shows that most of the Oversea Dominions seek to give immediate effect to the policy of Empire Settlement, and have prepared liberal and well-considered schemes based upon agricultural training and the use of State credit, which will offer to industrious and competent men and their children every prospect of eventual prosperity, and thus augment the productive power and population of the whole Empire. All these schemes, however, are dependent upon the provision of large sums—

First, to prepare land for settlers by roads, houses, fencing, irrigation, &c.

Secondly, to assist the settler temporarily at the outset with the guidance and the capital required to accelerate his production and ensure his early success.

It is, on the other hand, an important factor in the finance of these schemes that, in return for the support given by the State's assistance, each settler is under obligation to proceed with the improvement and the development of his holding and may be displaced if he proves unsatisfactory; further, in due course he must repay with interest by easy instalments the capital sunk in establishing him; his land remains the State's security for its advances until this is accomplished. Doubtless there will always be a certain proportion of loss, which must fall upon the general revenue of the particular State, but experience proves that *if the original scheme is sound* this wastage is not serious. Thus, the protection and guarantee of ultimate repayment afforded to the capital advanced for land settlement distinguishes the financial risks from those involved in general enterprises of Imperial development. There is in the improved land specific security for any public loan raised for settlement, and early redemption is assured by the settler's repayments.

The capital required for the most careful schemes of settlement is large. Apart from the actual cost of migration—a comparatively small factor, which the Committee has already considered—£300 to £700 a man (*i.e.*, per family) must be provided by the State or the individual before a properly equipped farm and homestead can be established in a new country. Assuming that we aim at the eventual establishment of only 100,000 ex-soldiers unprovided with capital, an expenditure of £50,000,000 must be contemplated. On the other hand, this expenditure, large as it appears, is amply justified in a new country by the accelerated increase of population and production which it creates, and the augmented revenue from taxation and railways. In short, each established settler with his family may be regarded as a source of substantial strength and income to the State in perpetuity. Thus, on a productive and healthy soil, and under experienced guidance, the temporary advance of capital to establish capable settlers on the land is a thoroughly profitable and secure investment for both the Old Country and the New—assuming, as all parties do, that the unity of the Empire is as indissoluble as that of England and Scotland.

It is also in evidence that, whilst in most cases the Dominion Governments desire to contribute without stint or distinction to the settlement of all ex-soldiers by the free offer of well-chosen land, together with experienced guidance and supervision, their efforts, even for their own returned men (who obviously must have the first claim) will be largely dependent upon loans which must be raised hereafter in London. But the resources and borrowing powers of the Dominions are not unlimited, and in offering the same advantages to ex-soldiers of the Old Country it is assumed that the capital temporarily required to establish the latter must be provided by Imperial credit.

Thus, unless land settlement finance is united and consolidated from the outset, the capital which is immediately required is likely to be raised under expensive and inconvenient conditions; each State will compete with the others and with Great Britain for new loans on the London Market, or Great Britain will be called upon to raise the capital required and to re-lend it to the Dominions. In either case the funds borrowed would not be specifically earmarked for Empire Settlement; and therefore would not have the advantage of the specific security which is available to provide for the early repayment of capital. Again, reliance upon the Home Government will leave the local Governments dependent upon appeals to the British Treasury, and upon the incalculable alternations of British party politicians—(some adverse to the whole Imperial policy)—at a time when there will be an immense and not unreasonable pressure upon the House of Commons to reduce War Debt and taxation.

In view of such difficulties it is suggested that the Finance of Empire Settlement should be separated from the "National Debts" of Great Britain and the Dominions, and be based upon the principle assumed at the outset—*i.e.*, that regulated migration within the Empire is the common interest of all Dominions of the Crown. This implies that the capital required shall be provided by a single and separate "Empire Settlement Loan," raised upon the joint credit and guarantee of Great Britain and of each Dominion which desires to participate in the general scheme. There would be a private covenant between the guarantors under which each State would be responsible to Great Britain only for the repayment at due dates of the capital actually assigned to it and the interest thereon, the British Treasury accepting responsibility for the default of any State, should the contingency arise. Each State would guarantee that all payments made by settlers shall be remitted to the Bank of England to provide for the interest and redemption of the Loan and that it would make good their arrears or deficiencies out of its general revenues. Since no interest is usually paid by the settler for the first three or four years (though it is accumulated to his debit), it would be legitimate that interest on the Bonds should be paid out of capital for the same period.

The nominal interest would depend upon the future value of money, but such a loan should be issued in Bonds with coupons and would be, in fact, a guaranteed mortgage, repayment being made by annual drawings, which would commence at an early date (say in seven years) and carry a premium on redemption. This would ensure a market value at or above par, and facilitate the issue of a later series of Bonds as required at a lower interest. The expenditure would be gradual, and the amount issued at the outset need not exceed the requirements then in sight. Such an issue would not hamper any large operations of the Treasury for the reduction or conversion of War Debt. It would establish the unity and solidarity of Imperial resources in matters of Imperial concern, while the short currency (say 25 years) and the steady reduction of these "Empire Settlement Bonds" would protect the British Treasury from any appreciable risk in respect of its guarantee.

There is a further reason for treating separately Empire Settlement Finance. While the Committee endorses the policy of employing ex-soldiers in the judicious development of Imperial resources, this policy implies the provision of large funds, not immediately remunerative, by loans running for at least 50 years. Interest on these will necessarily impose a charge upon taxpayers for many years, and the financial arrangements for this will require far more serious consideration than is necessary in a land settlement scheme which provides for the interest and the early redemption of the bonds. The latter, in fact, is a pioneer experiment in Imperial Finance which is devoid of serious risk, whilst the former involves the creation of a joint Imperial Treasury, a proposition far outside the scope of this Committee.

It may, however, be desirable to note that the British Treasury cannot now prudently accept responsibility single-handed for raising long-term loans required for general Imperial developments outside Great Britain, nor impose upon British taxpayers alone the sole liability for such obligations. It must not be forgotten that whilst our financial relations with Ireland are uncertain, the tax-producing population of Great Britain can scarcely be reckoned higher than 43,000,000, with little room for a prosperous increase, while the War is estimated to extinguish at least £3,000,000,000 of accumulated savings which have been hitherto available for investment. In addition, the annual income hitherto brought into the country from abroad by interest on investments and the expenditure of foreigners residing in Great Britain will be greatly reduced (say by £150,000,000). Thus (unless Germany contributes to our War Debt) we shall find ourselves with reduced resources and hampered by high taxation, which will diminish savings and repel foreign capital, foreign business, and foreign residents, and leave us to meet gigantic obligations out of a greatly reduced national income. Under such conditions it is obvious that Great Britain's command of capital must be seriously restricted.

On the other hand, the population and wealth of the Dominions will increase rapidly. It seems inevitable that children now alive will live to see the populations of the Dominions far more numerous, probably more lightly taxed, with a greater revenue, and possibly commanding better credit, than the Old Country.

In view of these considerations it is evident that Great Britain can only incur permanent liabilities for general schemes of Empire development provided they are shared by the Dominions, whose resources must hereafter exceed her own.

Finally, as regards the allocation of Empire Settlement Funds. The methods of the Local Loans Commissioners offer a useful precedent. A special fund, distinct from the National Debt, is raised for local expenditure on public works by the issue, as required, of "Local Loans Stock." Public bodies requiring capital submit their projects, plans, and estimates, with details as to the sources of revenue which would be assigned for the interest and redemption of the loans. If, upon examination, the project is found to be well considered and the security offered is satisfactory, the loan is authorised and cheap capital is thus provided without increasing the National Debt, and without the expense and inconvenience of issuing small local loans upon the market.

Following such lines, it might be arranged that a small expert Financial Committee (say five) should be attached to the proposed Emigration Authority. One member should be nominated by the Treasury, another—a financial expert—by the Bank of England; another

by the High Commissioners; another by the Agents-General; and one, at least, should have experience in Colonial Land Settlement.

To such a Committee applications for funds would be submitted by the representative in London of any Dominion, State, or Province, with all necessary details, valuations, and estimates; the dates at which instalments of capital would be required, and when repayments would accrue. Unless the experts on the Committee should find cause for believing that the scheme required reconsideration the loan would be granted. The borrowing State would contract to pay interest and instalments of capital at agreed dates; the rate of interest would be fixed to cover the nett cost (including premium) at which the loan has been raised, and a trifling percentage would be added for necessary expenses of management. The local Government would bear the whole responsibility for the soundness of the scheme submitted, for the administration of the money advanced, and for the repayment of the agreed sum at due dates, whatever its own arrangements with the settlers.

To sum up, it is urged that a separate "Empire Settlement Loan," guaranteed by Great Britain and the Dominions which participate in it, is expedient upon the following grounds:—

- (1) Land settlement is the common interest of all British Dominions, and therefore all Dominions participating in a united scheme should accept a proportional liability for the temporary expenditure involved. Such an arrangement will offer an experiment in joint Imperial Finance which is limited in duration and free from serious risk.
- (2) The immediate settlement of ex-soldiers being regarded as only a special stage in a permanent movement, the financial arrangements should provide for continuous development in the future.
- (3) It is undesirable that the provision of capital should depend upon competing issues of various States, or upon their applications to Great Britain for advances which will hamper the reduction of War Debt.
- (4) Loans for Land Settlement being based upon specific improving security which provides for early redemption, should not be merged in the general public debts of various States, or in a general long-dated Empire Loan for Imperial developments—if such should be contemplated.
- (5) Funds required specifically for Empire Settlement can be raised, as and when needed, by the issue of guaranteed "Empire Settlement Bonds," redeemable after the first few years by annual drawings at a premium, and there would be every prospect that the rate of interest could be reduced as the scheme develops.
- (6) The Fund would be managed by a small Committee in London, and, subject to certain conditions, would be allocated to specific schemes prepared by the States applying, each State being responsible for the proper administration of the capital advanced to it, and for the payment of the agreed interest and instalments of capital at due dates.

P. LITTLETON GELL.

June 30th, 1917.

APPENDIX II.

List of Witnesses (*see* paragraph 3).

(a.) GENERAL PURPOSES COMMITTEE.

Sir H. Rider Haggard.			
Colonel H. E. Rawson, C.B. ...	...	}	Representing the Standing Emigration Committee of the Royal Colonial Institute.
Mr. F. Morris ...	...	
Sir John Taverner, K.C.M.G.	...	}	Representing the Empire Land Settlement Committee of the Royal Colonial Institute.
Mr. Christopher Turnor ...	...	
Mr. A. R. U. Corbett ...	...	
The Hon. Mrs. Evelyn Cecil ...	...	}	Representing the Joint Council of Women's Emigration Societies.
The Hon. Mrs. Norman Grosvenor ...	...	
Miss Vernon ...	...	
Mrs. N. Smith Carrington ...	...	}	Representing the Young Women's Christian Association.
Miss Wingate ...	...	
Miss Wood ...	...	
Mrs. Challoner Chute ...	...		Representing the Girls' Friendly Society.
Mr. Chamberlain ...	...	}	Representing the Young Men's Christian Association.
Mr. Pilkington ...	...	
The Rev. E. Rainbow ...	...	}	Representing the Church Army.
Mr. W. W. Jemmett ...	...	
Mr. Herbert Easton ...	...		Hon. Secretary, British Immigration League of Australia.
Mr. T. C. Macnaghten...	...	}	Representing the Emigrants' Information Office.
Mr. Malcolm Jones ...	...	
Commissioner Lamb ...	...		Representing the Salvation Army.
Major-General Sir Ronald Lane, K.C.B.		}	Representing the Naval and Military Emigration League.
Mr. G. Fiennes ...	...	
Mr. E. T. Scammell ...	...	
Mr. F. R. Jones...	...		Acting Secretary of the Overseas Club.
Lieut.-Colonel G. Maclaren Brown ...	...		Representing the Canadian Pacific Railway Company.
The Hon. W. A. Holman ...	...		Premier of New South Wales.

In addition, most of the Oversea representatives on the Empire Settlement Committee gave evidence in reply to a list of questions drawn up by the Chairman. Their answers are printed as Appendix III.

(b.) SUB-COMMITTEE.

Mr. C. F. Rey ...	...		Director of Employment Exchanges, Ministry of Labour.
Mr. D. C. Barnard ...	...		Small Holdings Commissioner, Board of Agriculture and Fisheries.
Mr. Vaughan Nash, C.B., C.V.O. ...	...		Secretary of the Reconstruction Committee.

APPENDIX III.

Answers by the Representatives of the Oversea Dominions to questions drawn up by the Chairman (*see* paragraph 3).

QUESTION I.

Are the facilities mentioned in the last edition of the Emigrants' Information Office Handbook—

- (a) as regards settlement on the land; and
(b) as regards other openings for emigrants, still in force, as regards your State?

Are there any other handbooks of general information which you recommend for ex-service men intending to emigrate to your State?

ANSWERS.

Canada.

Mr. J. Bruce Walker, Commissioner of Immigration, Winnipeg.—Yes; they are still in force. Many excellent handbooks dealing with agriculture have been issued both by the Dominion and Provincial Governments.

I recognise the good work which is being done by the Emigrants' Information Office; but I think it should be in a more prominent place, and should receive more encouragement from the Colonial Office. Also, it should issue *small* handbooks referring to separate States and Provinces.

Mr. W. R. Bowder, of the New Brunswick Government Office.—Yes. We have several handbooks, but they will of course have to be revised after the war.

Mr. J. Howard, Agent-General for Nova Scotia.—(a) and (b). Yes; and they have lately been extended.

The handbook I specially recommend is "What Nova Scotia offers Returned Soldiers." Many other books and Government publications may also be recommended.

Lt.-Col. P. Pelletier, Agent-General for Quebec.—Yes. There are also at my office for distribution several kinds of handbooks for general information.

Lt.-Col. R. Reid, Agent-General for Ontario.—

(a) Yes.

(b) Yes.

More detailed information is contained in the Ontario Handbook and "Hints to Settlers in Northern Ontario."

QUESTION II.

What special facilities are being offered by your Government to ex-service men from your own State—

- (a) as regards settlement on the land; and
(b) as regards other openings?

How far are these facilities available for ex-service men from the United Kingdom and other parts of the Empire?

What special qualifications, if any, are thought necessary or desirable as regards—

- (a) capital, and
(b) previous experience?

ANSWERS.

Canada.

Mr. J. Bruce Walker, Commissioner of Immigration, Winnipeg.—In order to promote emigration and thus develop the natural resources of Canada by increasing vastly her productive power, the Dominion Government proposes to continue its active propaganda for general emigration, while at the same

Australia.

Major-General Sir Newton Moore, K.C.M.G., Agent-General for Western Australia.—(a) and (b) As far as I know, all the provisions and facilities referred to are still in force, with the exception that certain amendments of the Land Act have been made with a view to offering special facilities for the settlement of ex-soldiers.

Handbooks.—New copies of the latest edition of the Selector's Guide are coming to hand and will be available for general information.

Mr. F. W. Young, Agent-General for South Australia.—Yes; they are still in force, but owing to the prevailing war conditions are at present inoperative.

Sir John McCall, M.D., Agent-General for Tasmania.—Yes; they are still in force. Other handbooks of general information can be obtained by ex-service men from the Tasmanian Government Office.

Sir Peter McBride, Agent-General for Victoria.—Yes; they are still in force, but owing to the prevailing war conditions are at present inoperative.

Several bulletins dealing with land settlement in Victoria can be obtained at the Office of the Agent-General.

Mr. C. G. Wade, Agent-General for New South Wales.—Yes, they are still in force, but immigration on a large scale has been completely suspended since the commencement of the war.

There is a handbook giving general information with regard to the Murrumbidgee Area.

Major Sir T. B. Robinson, K.C.M.G., Agent-General for Queensland.—All the facilities referred to are still in force. Other publications dealing in detail with various industries can be obtained from the office of the Agent-General.

South Africa.

The Right Honble. W. P. Schreiner, C.M.G., High Commissioner for the Union of South Africa.—Yes; the position is substantially the same. A pamphlet entitled "Land Settlement in South Africa," prepared by the South African Settlers' Information Committee, can be specially recommended.

time offering special and exceptionally favourable inducements for ex-service men of the King's Military or Naval Forces, of good physique and character.

The Canadian Minister of the Interior will reserve large areas of suitable Dominion lands in the Prairie Provinces for the settlement of ex-service men. The administration of these reserved lands, so far as they relate to the settlement of ex-service men, will be in the hands of a Settlement Board consisting of three members possessing an intimate and practical knowledge of Western Canada and its farming conditions.

It is proposed to grant to suitable and approved ex-service men 160 acres each of Crown Lands. The following persons will be entitled to participate in this free gift of land:—

- (a) Honourably discharged soldiers or sailors who enlisted for active service in the Military or Naval Forces of Canada in the present war.
(b) Honourably discharged soldiers or sailors who were domiciled in Canada at the outbreak of the said war or subsequent thereto and who were afterwards engaged in active service in the Military or Naval Forces of Great Britain or of one of her Allies in said war.

(c) Honourably discharged soldiers or sailors who were not domiciled in Canada at the outbreak of the said war and who were engaged in active service in the Military or Naval Forces of Great Britain or of any of the Self-governing British Dominions in said war.

(d) Widows of the three above-mentioned classes whose husbands died while on active service.

In addition to the 160 acres referred to above, the Settlement Board will be empowered to grant a loan of \$2,000 to each suitable and approved person entering for a grant of land, such sum to be expended as the Settlement Board may see fit to direct. It is intended that this advance shall cover the cost of erecting a house and barn, purchasing the necessary implements and stock (which shall be obtained under favourable conditions) and otherwise preparing the allotment of land for successful settlement and cultivation.

It is intended that the above loan of \$2,000 shall constitute a first charge on the homestead. The amount will be advanced at a low rate of interest, and the repayment is not to exceed fifteen years, though first payment may be deferred for two or three years after entering upon the land, as may appear expedient to the Settlement Board.

There is much available land to the east, west and north of Edmonton, right up to the Peace River, some of which would require a certain amount of clearing.

For the purpose of growing grain, a railway within from 12 to 15 miles makes it profitable.

There is also land in the Hudson's Bay Railway District; but that requires clearing; and it is unnecessary to enter into that question as there is plenty of prairie land available for which clearing is not required.

Persons applying for the land or loan above mentioned must receive the approval of the Homestead Settlement Board. It is imperative that all applicants for land or loans shall have sufficient farming experience or training before being considered eligible for such land or loan. Canada already possesses a considerable organisation in Western Canada for training inexperienced agricultural workers by placing them upon the available demonstration farms of the Dominion or Provincial Governments or by placing them with selected and approved farmers where they can receive a practical initiation into and thorough experience of the methods of Western cultivation, while working as farm employes at the current rate of wages. It is intended to extend these facilities as may be found requisite. In ordinary years the Canadian Government Employment Bureau at Winnipeg can place between 30,000 and 40,000 men, with little or no practical experience in farmwork, with progressive farmers. In two years they can obtain practical knowledge of successful agricultural methods that would enable them to appear before the Settlement Board as applicants for the grant above referred to, with every chance of succeeding in their undertaking.

Experience has taught us that training by means of employment at the current rate of wages is the most effective way of bringing inexperienced settlers to a knowledge of our conditions and methods. At the demonstration farms above mentioned, which are scattered over the West, practical work will be provided for large numbers, and as in the course of time those trained during the first two years will pass out of the training quarters into farming on their own account, it may be assumed that there is practically no limit within reason to the opportunities for training inexperienced men who are physically fit and who desire to learn farming in Western Canada.

It is intended that the reservation of Crown lands shall lapse after three years, but it is also intended to encourage the prospective Canadian farmer to make entry for his homestead as soon as he places himself under tuition, so that his interests will be protected during the period of his apprenticeship.

In the case, however, of thoroughly practical farmers who are able to satisfy the Board of their reasonable ability to enter upon the land at once and to undertake to conduct operations successfully, either because of their experience in the United Kingdom or Canada, arrangements will be made to proceed with the settlement without delay.

I should add that the financial assistance referred to above will be rendered to ex-service men located on other than Dominion lands in any Province in the confederation.

Mr. W. R. Bowder, of the New Brunswick Government Office.—Legislation was passed by the New Brunswick Parliament in the session of 1916 authorizing the Provincial Government to take the necessary steps to develop a comprehensive system for settling upon suitable lands in New Brunswick residents of the Province who have served overseas, and also residents of the United Kingdom who have served the Empire in the present war.

The scheme is to be carried out by the Farm Settlement Board of the Province working in conjunction with an Advisory Settlement Board appointed for the purpose.

The present intention is to establish community settlements, for which purpose an area of 20,000 acres has already been set aside near the National Trans-continental Railway; further areas will be set aside if required.

Each of the settlements is intended to accommodate from 100 to 250 families.

The following are the Regulations governing the settlements as approved by the Advisory Settlement Board:—

That a suitable village or town site be selected, with due consideration to future water and sewerage requirements, either on the railway or as convenient to same as possible, and that 160 acres be reserved in the centre for this purpose, to be used in the first instance as a demonstration farm run by the Government, where teams and implements will be available to hire for the use of the settlers not able to buy for themselves, and where employment would be given to the settlers. At the cross roads in the centre of this lot would be located the school, church, store, creamery, &c. Seed grain and fertilizer will be provided at cost for cash or sold on six months' credit, interest to be charged, or grain taken in payment in the fall at market price.

That farms 40 rods wide be laid out on each side of the four roads radiating from this centre and abutting on a line running diagonally from the four corners of the central site, as per plan attached. The first farms adjoining the village would be one-eighth ($\frac{1}{8}$) of a mile long, containing about 10 acres, gradually increasing to the maximum length of $1\frac{1}{4}$ miles and containing 100 acres, but not more than 50 acres will be sold to any applicant the first year, but he may have the option of purchasing the remaining acres of his farm at a price per acre to be determined by the Farm Settlement Board and approved by the Advisory Board. In this way about 100 families can be accommodated in a radius of two miles.

Price.—These farms to be sold at a price governed by the actual cost of improvements, where Crown Land is utilized or the actual cost of land when purchased from private parties, improvements—including a small house 16 × 16, 3 rooms, barn 18 × 20, clearing and ploughing of land, fencing, boring well, &c., &c., estimated to cost from \$500 to \$1,500.

Terms.—An initial payment of 10 per cent. to be paid by the applicant in cash when accepted or before taking possession, the balance to be paid in twenty years semi-annually with interest, but the settler has the privilege of paying for this land in full at the end of ten years, but in no case will deed be given before that time.

A public hall and school will be provided on the Central Farm.

The whole community will be connected with the Central Farm by telephone. A public square near the hall will be free for all village sports, and social amenities will be encouraged to the utmost. Women's institutes will be organised for the benefit of the settlers' wives.

Co-operative system of marketing and buying will be encouraged through the Resident Superintendent.

Settlers must reside on the farm at least six months of the year.

That a card index system and record be kept of every settler regarding his receipts and expenditure by the local supervisor, and reports made quarterly to the Board of Management.

The Board to control the character of all buildings erected on Government land, the purpose for which they are erected.

Any and all applicants for any farm or lot under this Act must be approved by the Board of Management and the Minister of Department.

To lease land to approved applicants for agricultural purposes with the privilege of erecting their own buildings with option to purchase at a price to be fixed by the Board of Management and the Minister of the Department.

Upon a settler showing cause, transfer of agreement may be made on approval of the Board.

Any applicant for land qualified under Act who desires to become an applicant for land set apart for the purpose shall first apply to the Secretary of the Farm Settlement Board on a prescribed form, stating his qualifications, as follows:—

- (a) The name and address of applicant.
- (b) Occupation before enlisting.
- (c) His experience at any class of farming.
- (d) The lot for which application is made.
- (e) The amount of capital available for expenditure by the applicant in connection with the land.
- (f) The nature and estimated amount of assistance (if any) that the applicant will require to enable him to work the land successfully.
- (g) Such other particulars as the Board may require.
- (h) All applications shall be dealt with by the Farm Settlement Board.

The title to the said lands so purchased by, or granted to, the said Board, as aforesaid, shall remain in the said Board until the purchaser has made all payments required by the agreement of purchase.

In the case of default by any purchaser in making the payments agreed upon, or in fulfilling any conditions that may be agreed upon, the said Board shall be at liberty to take possession of the lands of any purchaser so in default, on giving the said purchaser one month's notice in writing of its intention so to do, or if the purchaser cannot be found, by posting said notice on the dwelling house or other conspicuous place on the premises of such defaulting purchaser, and on so taking possession of any premises under this section, the Board may deal with the said lands so repossessed as it might have done in the first instance.

In case the said Board shall sell any personal property to any *bonâ fide* settler so purchasing lands from it under the Act, the price of which is not paid at the time of the sale and delivery of said personal property, but is to be paid by instalments, the title to said personal property shall remain in the said Board until the price agreed to be paid therefor is fully paid; and in case of default by the purchaser in making payments according to agreement, the said Board shall be at liberty to take possession of the said personal property and resell the same.

It will be seen from the above Regulations that the cost of the farms will vary: if they are on Crown Lands, the price will be governed by the actual cost of improvements (*i.e.*, clearing, boring a well and the erection of a small house, &c.), estimated at from \$500 to \$1,500 (£100 to £300); if they are on lands resumed by the Government, the cost of resumption must be added.

The possession of capital of \$500 to \$1,500 (£100 to £300) is very desirable if the settler is to succeed, though not essential. Until the scheme is developed, ex-service men desirous of participating can obtain employment in preparing the holdings.

Ex-service men possessing capital of their own who wish to settle in New Brunswick, but not to join in a community settlement, can purchase a farm in other parts of the Province from the Farm Settlement Board. A capital of \$1,500 to \$2,000 (£300 to £400) is desirable. Employment could also be found for men without capital on farms in the Province.

Mr. J. Howard, Agent-General for Nova Scotia.—Nova Scotia has long been a settled country and nearly all the land has passed into private possession. Of the Crown lands remaining (about 900,000 acres) comparatively little is suitable for agriculture but rather for mining and lumbering, for which purposes leases from the Crown can be applied for relating to unoccupied tracts. With regard to the land privately owned, there are about 1,000 established farms which can be acquired. These average in size about 100 acres and vary in price from £120 to £3,000 accord-

ing to location, extent, and fertility. The principal reason why these farms are now available is that over 20 years ago the inducements offered to settlers in Western Canada attracted a large number of our young men away from their farm homes. Although many of them returned, the majority of the farmers, whose sons had left, felt the effect of advancing years, and having brought up their families and acquired a competency with no one to succeed them, the properties came into the market. The great increase in industrial activity in our towns has also been responsible for many men leaving the land. There are so many callings in the Province whereby a good living can be earned, that it is not surprising that the farmer, never, perhaps, having originally a very great love for the land, is often tempted to engage in fishing, mining, or lumbering and their allied industries, where the returns for his labours are more immediate and definite.

Farming in Nova Scotia usually takes the form of fruit-growing, oats, hay, and roots; besides dairy and poultry farming. For economic reasons not much wheat is grown, although conditions are favourable for its cultivation and only two Provinces exceed its yield per acre in this. The advantages and possibilities for dairy farming are nowhere excelled in the Dominion and Nova Scotia has been favourably compared to Denmark in this connection. Poultry farming is a paying industry—good local markets existing.

The Government is in possession of the principal facts about the farms offered for sale. A settler (whether an ex-service man or not) who is anxious to purchase a farm, would have the assistance of the Government agent in making the selection and the bargain, and in the completion of the conveyance. Besides that, the Government would grant a loan to an approved purchaser up to 80 per cent. of the appraised value of the property selected (the maximum advance being £500) which would be secured by a mortgage the repayment of capital and interest being spread over a period of years.

As to the other openings, *see* my answer to Question 6, *infra*.

The Nova Scotia Government has not yet stated what special facilities it is prepared to offer to ex-service men from other parts of the Empire. It is waiting for the Dominion Government to define its policy in this matter. After our own men have been provided for, no doubt any similar facilities existing will be extended to newcomers.

It is desirable that men taking up agriculture or horticulture should be possessed of capital, if possible about £400 to £500, the more the better, in order to make a satisfactory start on a suitable property which the Government is prepared to select for them.

Adequate previous experience is generally necessary for a man who desires to take up a farm. *See* my answer to Questions 9 and 10, *infra*.

Lt.-Col. P. Pelletier, Agent-General for Quebec.—

So far as I know, no special legislation has been passed in Quebec for the settlement of ex-service men from Canada or other parts of the Empire, though the facilities available under the ordinary law are open to such men. The matter is, of course, one of policy, but no scheme was put forward in the session of Parliament last autumn.

In Quebec the policy of granting land free was found to be a mistake. Most of the Government land is timbered land, and men receiving a free grant used to fell and sell the timber and then clear off, leaving the land useless. The Government accordingly fixed a small price for land with conditions as to occupation, construction of a house, &c., their object being to attach settlers to the land.

Land is offered to the settler in lots of 100 acres; but in the case of a family in which there are four children under 16 years of age another 100 acres is allowed. The price is \$30 (£6) per acre. Payment has to be made in 5 years, during which time the settler must reside on his holding, build a house (which must be completed in the first 18 months), put up a barn, and clear 15 acres.

The land in the Province most easily accessible for settlement is on, or near, the new National Trans-continental Line. Much of it, however, is heavily timbered and, generally speaking, it is thought that its clearing and development are better entrusted to native-born Canadians than to emigrants.

The Government would help new arrivals in obtaining work on farms, so that they can get accustomed to the climate and acquire the necessary experience.

Lt.-Col. R. Reid, Agent-General for Ontario.—

The main part of Ontario now open for settlement is what is known as the "Clay Belt" in the northern part of the Province, lying near the line of the National Transcontinental and the Temiskaming and Northern Ontario Railways.

Under the "Public Lands Act" a free grant of 160 acres can be obtained in this area, subject to certain conditions as to clearing cultivation and residence. Under an Act passed in 1916* *bonâ fide* settlers can obtain assistance up to \$500 (£100) by way of a loan from the Provincial Government. This bears interest at 6 per cent. and is repayable within 10 years. Ex-service men from the Canadian forces, as well as those from the United Kingdom, and any of the self-governing British Dominions, who possess the necessary agricultural experience, can obtain the benefit of those provisions. For those who have not such experience, it is proposed to provide training, and community settlements according to the following scheme:—

1. All soldiers who wish to go upon the land, and are desirous of obtaining some practical instruction in farming, and learning something of the conditions in Northern Ontario, will be sent to an agricultural training depot now being established on the Government Experimental Farm at Monteith.

2. At this depot they will be provided with comfortable living accommodation and board during their period of instruction.

3. The institution will be under the direction of competent men who have a practical knowledge of agricultural methods, and particularly the conditions and needs in Northern Ontario.

4. As soon as a sufficient number of men have accumulated at the institution, whom the superintendent is satisfied know sufficient of farming requirements to enable them to succeed as settlers, a farm colony will be established along the line of railway, to which these men will be moved.

5. The colony will be in charge of a competent superintendent, under whom the men will proceed to do whatever clearing may be necessary, erect the necessary buildings, and do such other work as may be essential to the establishment of a central community. The men will be housed and cared for in the central community, and their labours will be directed to clearing and preparing for cultivation the lands of the colony.

6. Farms containing not more than 80 acres will be laid out in such manner as to bring the different farmhouses as close together as possible. The work of the men will be directed to clearing on the front of each farm an area of 10 acres.

7. As soon as a soldier desires to go upon a farm and work for himself, an 80-acre lot with a 10-acre clearing will be allotted to him. He will be supplied with the necessary machinery and tools, and such cattle, pigs, poultry, &c., as competent authority may determine, up to the value of \$500.

8. The 80 acres, with 10 acres of clearing, will be given the settler free of charge.

9. For each day's work that is done from the time he enters the training school at Monteith until he goes upon his clearing, he will be paid a reasonable wage.

10. An advance up to \$500 will be made to cover the cost of stock, implements, equipment, and any assistance in building that may be given, for which a lien will be taken against the settler's holding and chattels.

11. The lien will be repayable in 20 years, at 6 per cent., but no payment on account of either principal or interest shall be required until after the expiration of three years.

12. At the expiration of five years from the settler locating upon his land, and upon the due performance of certain conditions in the meantime, he will be entitled to receive a patent from the Crown.

13. The community system will apply with regard to the supplying of horses and other stock and implements.

14. An ample supply of these will be kept at headquarters for the use of the settlers upon generous terms.

15. The co-operative method will obtain in the carrying out of the work in connection with the colony.

16. The social side of life at the colony will be provided for, and ample provision will be made to make life enjoyable and comfortable at headquarters. A proper public building, where both religious and secular gatherings may be held, will be provided. A schoolhouse and educational facilities will be provided.

17. Buying and selling will be done upon a co-operative basis, and every assistance possible will be rendered to hasten the day when the soldier may be established upon a prosperous and independent footing.

18. Provision will be made at as early a date as possible for married men to have their families with them, and to the fullest extent practical returned soldiers with experience will be employed to direct the affairs of the colony.

19. Soldiers who may desire to go into fruit-farming and chicken-raising, or other like agricultural pursuits will be given free instruction at the public institutions of the Province.

The possession of some capital is desirable though not absolutely essential.

Previous experience also is not essential since training is provided by the Ontario Government; nevertheless, it is desirable. What is essential is that the men shall be suitable, *i.e.*, able to adapt themselves to the new work and environment. There is, I suppose, no one factor by which this suitability can be determined, but the experience of the Government representatives ensures that the number of failures would be negligible. The period of training would enable the farm superintendent to form a very good opinion as to whether or not the man would succeed.

Australia.

Major-General Sir Newton Moore, K.C.M.G., Agent-General for Western Australia.—In the recent Land Act Amendment Bill introduced by the Minister for Lands, it was stated that the Government intended to spend £500,000 on improving Crown land that was being specially reserved for returned soldiers. The Bill provided that the Government might declare any Crown Land open for selection by persons who had been on active service in His Majesty's Naval or Military Forces, or by their dependents.

Full details of the scheme have been given in the "West Australian" for the 24th March last, and will no doubt be published by the Government in an easily accessible form. The main outlines may be summarized as follows:—

The soldier settlers will be given the best land, near to railways and other means of transport.

Schemes for land settlement for soldiers would take precedence over other proposals.

The land for selection can be divided into three classes:—

- (a) The Wheat Belt—suitable for wheat, sheep, and pigs.
- (b) The wet South-West—suitable for dairying, fruit, intensive culture, and pigs.
- (c) Land near towns—suitable for poultry farms and pigs.

As to (a). This wheat land is situated between Geraldton in the north to within 50 miles of Albany to the south, and is all east of the Darling Range. Soldiers will be allowed to select 160 acres as a free grant, subject only to the payment of survey fee (which is not likely to exceed £8 ls.). If the Government have executed any preliminary improvements, the settler will be debited with the cost, but repayment will be spread over a period of 30 years.

The settler may also purchase a further area up to 840 acres, at a price not exceeding 15s. per acre, which will be spread over a period of 20 or 30 years. 1,000 acres is considered the minimum size for a farm in the wheat-growing district to support a family. For such a farm a man should have a capital of £500. I do not say that the possession of that amount is a condition precedent to his taking up such a farm. As the title is freehold and the payments are distributed, if the settler has capital enough for the improvements, he can borrow the rest from the Agricultural Bank. Of course I assume that the settler is a competent agricultural labourer.

In regard to existing regulations I should explain also that if a man does not reside on his holding for a period of six months in each of the first five years or carry out the required improvements the land is forfeited. Under Section 74 of the "Land Act" the expenditure for improvements on homestead farms must be equal to 4s. per acre during the first two years, a further 6s. per acre during the next three years, and 4s. per acre during the last two years, making a total of 14s. per acre in seven years. Fencing of half the boundaries in the first five years, and the whole in seven years. £30 of the expenditure on a habitable house is allowed towards the amount of improvements required.

The expenditure on improvements on the grants of land up to 1,000 acres must equal the purchase money but need not exceed £1 per acre, at the rate of one-fifth of the purchase money every two years from date of lease; one-half of the land must be fenced within five years, and the whole within ten years.

The work of improvement can best be done by the settler himself, under the supervision and with the assistance of the Agricultural Bank.

As to (b). This land is situated between Perth and Albany and, generally speaking, is heavily timbered. Here also 160 acres will be granted free. This land will be improved before allotment so as to enable the settler to make a living whilst carrying on further improvements, for which he will be able to obtain some advance from the Agricultural Bank during the first two years.

In the south-west it is proposed to make 40-acre holdings, which would provide for 5 acres apples, 15 acres grasses, 15 acres feed crops, and 5 acres intensive culture (potatoes, &c.).

It is proposed that settlements should be in groups of from 10 to 50 settlers, a competent Inspector being appointed to advise each 50 settlers. Depôts will be established in convenient centres, designed to provide practical training in agriculture, whilst at the same time affording the soldier-settlers an opportunity of improving land which will eventually become their own. Part of the soldier-settler's time will be devoted to farming operations on the depôt farm and part to the work of clearing, fencing, &c. It is proposed that 20 acres be cleared before being taken over by the settler. The whole of this will then be broken up by him, and 10 acres should be sown with fodder crops. Fruit trees should not be planted on any portion of the first 20 acres.

It is difficult to say how much capital would be required for a fruit farm. On the one hand, such a farm does not produce any return to speak of for about seven years; on the other hand, these small farms are very often in districts where a man can obtain some other employment in the meantime, such as working for a Road Board. His wife and children work on the fruit farm, cultivating between the trees and so get some return. Perhaps I should say that a man intending to start fruit farming should possess some hundreds of pounds.

As to (c). Here the land has to be repurchased, so the settler has to pay the cost of repurchase, plus improvements. This form of settlement is under the direction of the Federal, not the State Government.

With reference to other openings, it is difficult to forecast what policy may be adopted after the war, but it is unquestionable that, provided money is available, very many avenues of employment will open up. It goes without saying that capital and previous experience are certainly valuable assets to start with in a new country. Whatever facilities are offered to Australian soldiers will also, I suppose, be available to soldiers of the European race from other parts of the Empire.

Mr. Frederick Young, Agent-General for South Australia.—South Australia has joined in the Australian Land Settlement Scheme agreed to at the Conference between the Commonwealth and State Premiers in January, 1917. Prior to the Premiers' meeting, when that scheme was adopted, South Australia had limited its consideration to returned Australian soldiers, in whose interests a special Act of Parliament was passed. An amendment of this Act will be required to make it agree with the Australian Land Settlement Scheme. Under the more limited scheme, the South

Australian Government had acquired, by purchase, "The Mount Remarkable Estate" near Melrose, containing 44,000 acres, of which 25,000 were first-class agricultural land, the remainder being very good grazing country. They had also acquired the "Mount Crawford Estate" near Gawler, containing 7,000 acres suitable for grazing, cultivation, and fruit-growing. The latter estate does not come into the Government's possession for some two years. These estates were purchased primarily for the settlement of ex-soldiers, and, accordingly, at the Mount Remarkable Estate, a training farm has been established for those who have had no previous experience. It would probably be very easy to considerably extend this training farm for larger numbers. The area of blocks would probably be 300 to 500 acres.

Apart from repurchased lands, there are considerable areas on the River Murray, capable of intense settlement when equipped for irrigation. This, of course, involves the expenditure of large sums of money, and probably any considerable further development depends upon the consummation of the great locking scheme, which has been agreed upon between the States interested and the Commonwealth Government. The completion of that scheme, and the finding of money for irrigation plants and works, necessarily postponed for a considerable time the availability of much of this land for the settlement of ex-soldiers. Some reclaimed swamp areas are available, and have been set aside for soldiers, and probably the Lake Bonney irrigation area will be completed in the near future. Being one of the most extensive irrigation schemes, it would provide holdings for a considerable number of ex-soldiers and, like most irrigation swamp settlements, offers the most attractive life to the settler; in fact, they offer the possibility of community settlements, and the smallness of the holdings would eliminate that loneliness which is associated with other farm life in Australia.

There are some areas on the River Murray capable of being developed into very large irrigation settlements, and it occurs to me that if the Imperial Government would, by some means, enable the South Australian Government to obtain the necessary loan money at very reasonable terms, the preparation of the settlements can be taken in hand under some arrangement by which the land, or a portion of it, is marked for ex-Imperial soldiers, and so that the work of preparing the settlement might be undertaken by the soldiers at current rates of wages. This would have the effect of enabling the ex-Imperial soldiers to make a living whilst becoming familiar with conditions in South Australia, and would give the Board of Control a splendid means of judging each individual soldier. Irrigation and swamp areas are allotted in blocks ranging say from 10 to 50 acres. It is easy to work them on the co-operative principle as regards the purchase of supplies and the sale of products, and it is a policy of the Government to establish experimental and educational blocks for the guidance of settlers, and by the means of expert officers to give the settlers the fullest advice and guidance.

South Australia has about 2,000,000 acres of ordinary Crown lands surveyed and ready for allotment, but the completely satisfactory occupation of much of this land depends upon the provision of a good water supply. It is, generally speaking, what we call Mallee country, and is covered with a light timber of the Eucalyptus species which is fairly easily cleared. This class of country is hardly ideal for ex-soldiers, as its successful occupation largely depends upon considerable experience in similar classes of country.

The other direction in which land settlement is likely to extend in South Australia, is in what we call our S.E. District, immediately N. and N.W. of Mount Gambier. There is a large extent of rich land subject to a considerable rainfall, but from which the surface waters, which accumulate in great quantities, do not readily escape. Where drainage has been effected, the land has proved to be amongst the most productive land of the State, and of recent years the Government has undertaken very large main drainage schemes, which, when completed and aided by the necessary subsidiary private drainage, will render large areas of this land suitable for comparatively close and very profitable settlement. Here again the land is not immediately available for ex-Imperial soldiers, and probably the completion of the drainage

schemes may be delayed for want of necessary loan monies, and the Imperial assistance in raising these monies might hasten the scheme.

In connection with ordinary land settlement, the State offers a very generous assistance to settlers by State advances on improvements, but as regards ex-soldiers, the assistance under the repatriation scheme will be even more generous, inasmuch as, so far as I can judge, they expect in cases to provide the necessary capital up to say £500, and apparently will not necessarily require ex-soldiers to prove the possession of any capital. This advance, of course, would have to be repaid, but under very easy conditions: that is, repayment spread over a great number of years, and, of course, any land purchased would also have to be paid off under easy conditions. I am not at all sure whether the Australian Governments propose to extend advances out of their proposed Repatriation Fund to ex-Imperial soldiers. Although mainly raised on taxation, the fund is somewhat in the nature of a reward to soldiers for their great services to the country, and I imagine that, under the extraordinarily easy terms, it is quite expected that a fair proportion will be lost. This contingency the taxpayer might face in his desire to make a return to Australian soldiers who have risked their lives, but it seems to me to be somewhat open to question whether they would feel themselves responsible for similar generous treatment of ex-Imperial soldiers. They might easily say that the latter's reward should come from the Imperial Treasury. When the Premier of South Australia wrote to Sir Rider Haggard on the 20th May, 1916, on the question of assisting ex-Imperial soldiers, that the Government of South Australia was willing to extend to ex-service men of the United Kingdom advantages as regard land settlement and employment similar to those it will offer to returned Australians, I venture to suggest that he had not in mind any such proposals as are contained in the present Scheme. I quite agree that this question should be definitely settled.

Sir John McCall, M.D., Agent-General for Tasmania.—(a) Certain facilities with regard to land settlement are being offered by the Government of Tasmania under the "Returned Soldiers' Settlement Act, 1916." These are generally available for all persons who have been members of the Naval or Military Forces of the United Kingdom, as well as for members of the Australian Forces; but no free grants of land are made to any but discharged soldiers who have, prior to their becoming such, resided in Tasmania for at least two years.

Land will be offered for selection either by sale or lease. What is known as "first-class" land may be selected to the extent of 100 acres; of "second-class" land a larger area; and of "third-class" land a still larger area. The facilities offered to soldiers consist of the remission of survey fees, and, in the case of former residents in Tasmania, of the price fixed for the land; and certain other advantages. The price of the land will usually be £1 per acre for first-class land, 10s. per acre for second-class, and 5s. per acre for third-class. The payment may be distributed over a period of about 11 years. Besides that, a sum up to £300 may be advanced for the erection of buildings; and, when needed, a further sum for clearing, fencing, draining, irrigation, and general improvement of the land; also for the purchase of implements, stock, seeds, &c.

With respect to residence, the soldier (or his dependants) must fulfil the obligations required of ordinary settlers who take up land under the existing Crown Lands Acts.

No rates or taxes will be payable for the first four years from the date of sale.

Where land is leased to a discharged soldier, no rent shall be payable by him therefor for at least the first year granted by the terms of the lease, and no rates or taxes will be payable for the first four years from the commencement of the lease.

A soldier taking land on lease may obtain the same advances as one purchasing land.

A soldier intending to take up land either by purchase or on lease must, in his application, state what previous experience and what capital he possesses.

Some previous experience is essential.

(b) I do not know of any special facilities offered by the Government other than those regarding settlement on the land, which would be available for ex-service men from the United Kingdom.

Sir Peter McBride, Agent-General for Victoria.—

A Bill to make provision for the settlement of ex-service men was before the State Parliament last session, but time did not admit of its being finally dealt with. The measure, which provides, *inter alia*, for the establishment of training farms and for rents or instalments being postponed for the first three years of occupation will, in all probability, be re-introduced shortly. In the meantime settlement is proceeding under existing legislation.

The following report, which has recently been received from Victoria, shows the present condition of affairs:—

LAND SETTLEMENT FOR DISCHARGED SOLDIERS.

The following are the conditions under which discharged soldiers are being dealt with in Victoria, in respect to land settlement:—

Members of the Australian Imperial Force.

1. The Discharged Soldiers' Settlement Bill was introduced in the Legislative Assembly by the Minister of Lands during last session of Parliament, and will, it is anticipated, be dealt with early in the ensuing session.

This Bill indicates generally the policy proposed by the Government, and action is already being taken, broadly speaking, on the lines which the measure lays down, in anticipation of legislative sanction. Over 100 discharged soldiers have already been settled on the land.

2. The Qualifications Committee, provided for by Clause 7 of this Bill, has been appointed, and is now regularly dealing with applicants.

3. In dealing with lands available, the State Government is extending to qualified soldiers preference over other applicants having no military service.

4. Free railway tickets are granted to enable them to inspect lands offering.

5. For irrigable and other lands available under provisions of the Closer Settlement Acts, ordinary conditions required a deposit of 3 per cent. of the capital value of the land with subsequent payments at the rate of 6 per cent. per annum to cover interest and purchase money. In the cases of soldiers, however, no payment of deposit or rent or fees on the land is required for the first three (3) years.

6. Advances on improvements (at present up to 70 per cent. of their value) are being made, up to a maximum of £500, and the Board, in special cases, is prepared to erect houses for settlers, on their blocks, the cost being charged against this maximum advance of £500. The terms generally provide that repayment of these advances may extend over a period of twenty (20) years with interest at 3½ per cent. for the first year and increasing by ½ per cent. in each successive year until the current rate of interest then operating is reached.

7. The Qualifications Committee may recommend applicants for purpose of training in agricultural pursuits, &c., prior to settlement, and trainees have already been received at Dookie Agricultural College and elsewhere.

Ex-Service Men from the United Kingdom.

8. The foregoing conditions have been adopted and are being applied with reference to members of the A.I.F. The State Government has, however, undertaken to extend to all United Kingdom ex-service men and their families the same advantages as regards land settlement as are given to returned Australian soldiers, provided that the men to be settled upon land shall be selected in England in an approved manner, and also subject to the condition that patriotic funds subscribed in Australia for Australians will not be available.

9. The whole subject was, however, further considered at the Premiers' Conference held in Melbourne in January last, when consultations also took place between the Premiers and the Prime Minister of the Commonwealth and the Trustees of the Australian Repatriation Fund. A resolution was adopted by the Conference that British discharged soldiers should, in regard to land settlements, be placed in all respects on the same footing and receive the same facilities and privileges as Australian soldiers. To give effect to this agreement, however, legislation by the States will be required.

The amount of capital necessary depends on the area taken up and the ability and experience of the settler. For instance, experienced agriculturists who desire to obtain 40 or 50 acre irrigated farms should have at least £300 capital, whilst applicants without agricultural knowledge desiring to acquire irrigation farms should possess at least £400.

Mr. C. G. Wade, Agent-General for New South Wales.—By the New South Wales Act No. 21 of 1916 provision is made for the settlement of returned Australian soldiers on Crown lands or on private lands which have been resumed by the Crown. The areas to be set apart provide for agriculture, mixed farming, and irrigation farms.

The State Government is also providing cash for immediate requirements of Australian soldiers, and is making such liberal provisions in other ways for them that no man, whether incapacitated or not, unless he wilfully neglects opportunities, need be reduced to begging for subsistence.

A promise has been made by the State Government to extend the machinery of Act No. 21 of 1916, under the following limitations, to discharged ex-British soldiers:—

In consequence of Sir Rider Haggard's appeal, the State Government agreed to make every effort to further develop the Yanco Irrigation Area on the Murrumbidgee River. By that means, provision will be made for 1,000 farms, and for these, British subjects who have been engaged in the war will, if otherwise suitable, be given preference. The possession of capital, although desirable, will not be essential; the possession of £200 would, with the loan policy of the State, place a man in an assured position. But previous experience on the land is a condition precedent; and this should be gained in that part of the Dominions in which he decides to settle. English training is of little value, because—

- (1) The conditions of ploughing, sowing and harvesting are quite different;
- (2) Climatic conditions have no similarity;
- (3) A period of at least four months will be necessary to acquire English experience, yet another period of equal length will be required for training after arrival in Australia;
- (4) In 1908, during my term as Premier of the State, I stipulated that emigrants to New South Wales must possess previous experience of farming life before landing. Objection was then taken that owing to the expense and other reasons this work could not be carried out satisfactorily in Great Britain. In extreme cases, no doubt, where there is delay in transportation, an intending emigrant might be usefully employed in some form of rural training; but generally speaking, after reaching New South Wales, every emigrant should undergo a term of working experience on a farm before taking up land.

In January, 1917, the Prime Minister of the Commonwealth and the Premiers of the various States drew up an extensive scheme with regard to ex-service men, and agreed that it should be submitted to each State for confirmation. As it has not yet been confirmed, it is of no use to go into the details of the scheme now.

Failing such confirmation, the offer by the New South Wales Government of the 1,000 farms above referred to holds good, and may be regarded as the minimum of the intentions of the Government.

So far the Yanco Settlement has not wholly answered expectations. It is not as yet a paying proposition, nor will it be so for some years. It was thought that the land would produce lucerne throughout, but it now appears that in a considerable part of the area there is a clay band close to the surface. This has to be perforated before lucerne plants can properly expand. The result has been that it has been found necessary to divide the land into first, second, and third-class land, and the first-class (that is, that suited for lucerne growing) only covers one-third to one-fourth of the whole area. The rest of the land is, of course, suited for other crops. Fruit does well throughout.

Areas.—The farms vary in size from 2 to 250 acres. Those from 2 to 15 acres may be occupied by farm labourers and vegetable growers, and areas in excess of 15 acres for dairying purposes.

Tenure.—Perpetual lease, with the probability of the right to convert into freehold.

Cost.—Rent of land, 2½ per cent. of capital value; water rent to be added.

Residence Conditions.—Residence conditions attach to each holding. Transfer of holdings permitted, with approval of Commissioners, after 5 years' residence. The holding may be used for purposes of fruit-growing, dairying—including butter and cheese making—bacon curing, the raising of fat lambs and ostrich farming.

Facilities.—On the area are factories for butter and cheese making, bacon curing and fruit canning, all conducted under the supervision of the Government.

Concessions.—The Commissioners may suspend, for not more than 4 years, payment of money due for (a) rent; (b) water charges; and (c) improvements.

Advances.—The New South Wales Government Savings Bank will advance money—

- (a) To pay off an existing encumbrance on the land;
- (b) To pay off a debt due to the Crown;
- (c) To carry out improvements;
- (d) For building homes.

Advances are made to the extent of three-quarters of the value of the interest of the holder in the permanent or prospective improvements.

As regards general employment, New South Wales has promised equal opportunities for British and Australian soldiers seeking Government employment.

Major Sir T. B. Robinson, K.C.M.G., Agent-General for Queensland.—By the "Discharged Soldiers Act of 1917," certain facilities as regards settlement on the land are offered to "discharged soldiers." The term includes men who have joined the Naval or Military Forces of the United Kingdom and have received an honourable discharge from service; also the dependants of any such soldier in the event of his death before he has received his discharge, or within 12 months after it. The word "dependant" means the widow, mother, sister or child of such soldier if such person was at any time during the 12 months prior to his enlistment wholly or in part dependant upon his earnings.

By this Act the Government are empowered to acquire by agreement or compulsion any land, whether country, town or suburban, which may be required.

No free grants of land will be made; but the Government may from time to time set apart any Crown Land, or land so acquired as aforesaid, for selection as Perpetual Leasehold Selections by discharged soldiers. The soldier applying for such land need not deposit any money by way of rent or instalment of survey fee. No rent will be demanded for the first three years; after that, the survey fee will be payable in 10 annual instalments. From the 4th to the 15th year the annual rent will be 1½ per cent. of the capital value of the land. The annual rent for each succeeding period of 15 years will be determined by the Land Court.

The Minister has power to remit the rent for any period or may postpone payment for any time he thinks fit.

The capital value for Crown Land will range from 10s. per acre upwards. The average will probably be about 25s. per acre. On resumed areas the value will depend on the amount of compensation paid to the original owner. Only land of first-class quality with a good rainfall will be offered for selection; and care will be taken to ascertain beforehand the kinds of crops for which it is best suited.

The lease will be subject to the condition of personal residence, and will contain restrictions as to mortgaging or transferring during the first ten years. The Land Court has power to suspend the condition as to personal residence for a period of six months in any year for good reason. If the selector so desires, he need not commence to personally reside on the land for a period of two years from the commencement of the term. Within five years he must enclose the land with a good fence, or make improvements equal in value. He must commence to make the improvements not later than 12 months from beginning of term.

It is estimated that for clearing and fencing the land, and providing water, buildings, plant, stock, &c., a sum not exceeding £500 will be necessary in the case of each settler. Advances up to that amount can be obtained from the Government Savings Bank. Moneys expended by the State for clearing the land

or effecting permanent improvements will be included in that sum and treated as having been borrowed by the settler.

Money so borrowed will be repayable by instalments spread over 40 years. In the case of Crown Lands the interest will be at the rate of $3\frac{1}{2}$ per cent. for the first year, increasing $\frac{1}{2}$ per cent. each succeeding year up to a rate not exceeding 5 per cent.; in the case of land acquired by the Crown for the purposes, at a rate not exceeding 5 per cent. from the first.

For building his house the settler can also, if he wish it, borrow a further sum under the Workers' Dwellings Acts. A very simple house is, however, all that a settler usually requires.

The size of the holdings varies according to locality and suitability for the particular purpose for which the land is set aside. For instance, poultry farms up to ten acres, fruit farms 25 acres, land for general farming 80 to 100 acres, and dairy farms from 320 to 1,280 acres.

South Africa.

The Right Honble. W. P. Schreiner, C.M.G., High Commissioner for the Union of South Africa.—No special scheme has been framed, owing to economical and political considerations, but provision is made by legislation in connection with the general land settlement scheme. Capital of not less than £1,000 is required, and previous experience is necessary.

Mr. P. Lyttelton Gell, British South Africa Company.—I should explain that the scheme of the British South Africa Company is devised primarily to facilitate the settlement of newcomers—a somewhat different point of view to that of the other Oversea Governments. Probably most of the men who have joined the Forces from Rhodesia have their own farms to which they will return. Those who have not got their own farms have presumably pursued other avocations—especially mining—and are not attracted to farming life. The rapid increase of the permanent British population is a matter of the greatest Imperial importance. Our primary object, therefore, is to attract ex-service men from the United Kingdom and other parts of the Empire to settle on the land, but the British South Africa Company is also considering the question of offering to ex-service Rhodesians who do not yet hold any land, facilities similar to those offered to other ex-service men. These latter facilities are as follows: The company has offered to grant free of cost, except the payment of a small annual

quitrent, towards any scheme for the settlement of ex-service men from overseas, 500,000 acres of land, half in Northern and half in Southern Rhodesia. All ex-service men from overseas will be eligible who have the requisite amount of capital and have, after a period of tuition with a local farmer, proved themselves likely to make a success at farming.

Title will be granted after a prescribed period of continuous personal occupation, and on completion of a prescribed amount of development work.

Every possible encouragement will be given to friends or men who have served together to settle in proximity to each other, and co-operate working partnerships offer obvious advantages. As regards qualifications, the men most wanted in Rhodesia are strenuous, adaptable, intelligent, hard workers of the officer class. At any rate, they must be accustomed not only to direct and control, but to stick seriously to their work. We have our eye particularly on men of education who have got their commissions by merit during the war, but we should be glad to have some of the N.C.O.'s and Warrant Officers of the Old Army who were specially selected for commissions at the outbreak of war, and who are likely to retire at the end of it with a gratuity ranging from £200 to £1,000. All the men who come to Rhodesia must, however, have practical ability and readiness to work if they are to do well, and they must also possess a moderate amount of capital. We put this, as a rough estimate, at a minimum of £1,000. Previous farming experience is not essential, but is desirable. Arrangements will be made for prospective settlers to gain some experience in the handling of native labour and local conditions of climate, soil, &c., and local methods of farming, with established farmers, before being allowed to take up holdings of their own.

As regards danger to stock from disease, Rhodesia has suffered in the past like the rest of South Africa, but epidemics are now understood and controlled by the strong Veterinary Department which has grown up, assisted by the steady extension of fencing and the inoculation and quarantine of all imported stock. "Horse sickness" is the only formidable disease which still eludes veterinary science.

The company will enquire into the qualifications of candidates for the facilities offered before they leave England, just as it now selects men for posts as Assistant Native Commissioners, B.S.A. Police, &c.

As regards other openings, a local Committee has been formed to assist Rhodesian ex-soldiers to find suitable employment.

QUESTION III.

What special facilities are being offered by private companies or individuals in your State to ex-service men from your own State—

- (a) as regards land settlement; and
(b) as regards other openings?

How far are these facilities available for ex-service men from the United Kingdom and other parts of the Empire?

ANSWERS.

Canada.

Mr. J. Bruce Walker, Commissioner of Immigration, Winnipeg. There are facilities offered by the C.P.R. of which ex-service men might avail themselves. As regards land, they are mainly of two kinds: (1) The Assisted Colonisation Scheme, for supplying "ready-made" farms—that is, the railway erect the houses, dig wells, &c.; and (2) Colonisation Farms, where the Railway Company provide the land and advance up to \$400 worth of stock.

As to other openings, the answer is more difficult. The Government offer facilities for the introduction of unskilled farm labourers, for whom there are a large number of openings; for instance, last year 50,000 men were brought into the Prairie Provinces. We have in some cases placed men in railway offices, warehouses, &c., but that is not our work; we desire to place men in the country and to avoid as far as possible the drift into towns. It is not the policy

of the Government to offer inducements for skilled labour; that can take care of itself. And as to openings offered by private companies or individuals I do not wish to express an opinion.

Mr. W. R. Bowder, of the New Brunswick Government Office.—None that I know of.

Mr. J. Howard, Agent-General for Nova Scotia.

(a) Certain private companies are acting in conjunction with the Government in regard to the land settlement of ex-service men from Nova Scotia; and

(b) Others are prepared to give such men the refusal of positions in their business already waiting for them, and these are likely to increase in number owing to greater trade activity after the war.

All these remarks would probably apply to ex-service men from the United Kingdom.

Lt.-Col. P. Pelletier, Agent-General for Quebec.—None that I know of.

Lt.-Col. R. Reid, Agent-General for Ontario.—Full information on this point is not available.

Australia.

Major-General Sir Newton Moore, K.C.M.G., Agent-General for Western Australia.—(a) An offer has been made by Mr. Neil McNeil, J.P., to hand over his splendid estate of some 10,000 acres in the well-known fruit-growing district of Mount Barker in the South-West for the exact sum which it originally cost him (including, of course, the money spent by him in developing it). It is now a very valuable property, producing magnificent fruit.

The Midland Railway, which was constructed on the land grant system, is selling its land for ready-made farms. The farms range from 400 to 600 acres and the scheme provides for the erection of a house, sheds, and outbuildings on each farm, the clearing and getting ready for the plough one-third of the land and the fencing of the whole and the provision of a water supply before purchase.

The cost of the farms runs to about £2,000 each and they are offered on the following terms:—10 per cent. cash deposit and the balance in equal annual instalments extending over 20 years, balances carrying interest at $5\frac{1}{2}$ per cent. per annum.

The Company's representative in London (Winchester House, Old Broad Street, E.C.), could give further evidence if required.

(b) As regards other openings, I do not know of any special facilities which private companies or individuals are offering to ex-service men as such.

Mr. Frederick Young, Agent-General for South Australia.—I am not aware of any special facilities.

Sir John McCall, M.D., Agent-General for Tasmania.—I do not know of any facilities offered by private companies or individuals in Tasmania.

Sir Peter McBride, Agent-General for Victoria.—So far no advice of any special facilities being offered by companies or individuals has been received.

Mr. C. G. Wade, Agent-General for New South Wales.—No particulars are available, but estates will probably in the future be privately subdivided and made available on satisfactory terms.

Major Sir T. B. Robinson, K.C.M.G., Agent-General for Queensland.—No information is available.

QUESTION IV.

Does your Government contemplate any special settlements for ex-service men from the United Kingdom and other parts of the Empire; or settlements for which such men will be eligible?

If so, can ex-service men who are friends arrange to be near together; or could arrangements be made for officers and men from the same company, battalion, or battery to be together?

ANSWERS.

Canada.

Mr. J. Bruce Walker, Commissioner of Immigration, Winnipeg.—The Dominion Government does not propose to establish any "special settlements" for ex-service men; what it proposes to do is to offer certain areas of land to them which are not thrown open for settlement to others. In these areas, ex-service men can arrange to be near together in the sense that they can select adjoining homesteads, and can build their houses close to one another.

Mr. W. R. Bowdler, of the New Brunswick Government Office.—The conditions in the special settlements which the New Brunswick Government proposes will be the same to all ex-service men.

Yes.

Mr. J. Howard, Agent-General for Nova Scotia.—See my answer to Question 2. Arrangements no doubt could be made for friends who wished to be near one another to purchase farms in the same neighbourhood.

Lt.-Col. P. Pelletier, Agent-General for Quebec.—Ex-service men who are friends may arrange with the Government to take up land so as to be near together.

Lt.-Col. R. Reid, Agent-General for Ontario.—Yes.

Yes, the idea is a very good one. Ample facilities will be available for friends or officers and men from the same company, battalion, or battery to be together.

Australia.

Major-General Sir Newton Moore, K.C.M.G., Agent-General for Western Australia.—So far no special settlements for United Kingdom ex-service men have been proposed. But it will be seen from my answer to Question 2, that what are practically

South Africa.

The Right Honble. W. P. Schreiner, C.M.G., High Commissioner for the Union of South Africa.—Only one private settlement scheme (Sundays River) is ready. The other opportunities are barely sufficient for South African soldiers. But if vacancies and opportunities occur, employers would take other returned soldiers. Although 25,000 men from the Union are now serving, there is no shortage of labour—owing to poor whites having taken up manual work in industrial centres, and to native labourers who can take up artisan work.

Mr. P. Lyttelton Gell, British South Africa Company.—A number of companies owning land in Rhodesia are prepared to interest themselves in any scheme for the settlement of ex-service men to the following extent:

- (1) offers 217 farms, aggregating 12,450 acres of land, free of purchase price, situated near railway, and suitable for mixed farming.
- (2) 65,000 acres of land, ranging in value from 4s. 6d. to 10s. per acre, is offered at 20 per cent. below valuation; payment to extend over five years.
- (3) 20,000 acres of land, within 20 miles of railway, at 50 per cent. below pre-war prices, which would average 3s. an acre.
- (4) 20/22,000 acres of land within reasonable distance of the railway, offered at a reduction on valuation, and would work out at 3s. to 6s. per acre.
- (5) 14,000 acres of land, near railway and township, is offered at 50 per cent. below pre-war prices, and would be 16s. to 16s. 6d. per acre.
- (6) Three other companies offer good land on most liberal terms as regards price and extended terms of payment.

"special settlements" are to be formed in the south-west, for which all ex-service men would be eligible; and if a number of friends wished it, no doubt they could arrange to be near together in one of these.

All the men, their wives and families would have to be examined and approved by an official of the West Australian Government. This could be done before they leave England; both the Federal and the State Government have medical officers here.

Mr. Frederick Young, Agent-General for South Australia.—I do not know of any special settlements for ex-service men from the United Kingdom and other parts of the Empire; but see my answer to Question 2.

Sir John McCall, M.D., Agent-General for Tasmania.—The Government of Tasmania does not contemplate the formation of any "special settlements"; but when land is taken up by ex-service men according to the system I explained in my answer to Question 2, friends could arrange to be near together.

Sir Peter McBride, Agent-General for Victoria.—In the measure to be known as the "Discharged Soldiers' Settlement Act" (see answer to Question 2) power is taken to acquire land for purposes of the Act. It should, therefore, be possible for the Government to set aside certain areas for the settlement of ex-service men from the United Kingdom, but this will be determined, to a great extent, by the number of ex-members of the Australian Imperial Force requiring land.

Mr. C. G. Wade, Agent-General for New South Wales.—Yes, on the Murrumbidgee areas. See answer to Question 2. The 1,000 farms mentioned will probably be ready in about 2 years. No difficulty should be experienced in placing friends in the same district.

Major Sir T. B. Robinson, K.C.M.G., Agent-General for Queensland.—Only as explained in answers to Questions 2 and 5. There is no doubt that arrangements can be made for group settlements by officers and men from the same company, battalion, or battery.

South Africa.

The Right Honble. W. P. Schreiner, C.M.G., High Commissioner for the Union of South Africa. See answer to Question 2.

Mr. P. Lyttelton Gell, British South Africa Company.—See answer to Question 2.

QUESTION V.

As regards Government schemes for land settlement in your State, how much land is available—

- (a) without development work; and
(b) with such work?

Is such land near a railway or a town? Has it a water supply?

ANSWERS.**Canada.**

Mr. J. Bruce Walker, Commissioner of Immigration, Winnipeg.—All the land referred to in my answer to Question 2 is prairie land, which entails very little clearing or the like; when fenced it can be cultivated at once; but the Government has no cultivated land to offer.

Mr. W. R. Bowder, of the New Brunswick Government Office.—20,000 acres are now set apart for the special scheme proposed; more, if needed, could be provided.

Yes. The first settlement is proposed to be near Moncton on the National Transcontinental Railway.

Mr. J. Howard, Agent-General for Nova Scotia.—See my answer to Question 2.

Lt.-Col. P. Pelletier, Agent-General for Quebec.—On the 30th June, 1916, there were 7,236,697 acres of land sub-divided into available lots for settlers, and those more especially accessible are in the "Clay Belt" through which the National Transcontinental Railway runs. Good water supply. This land is likely to be settled mainly by French Canadians because it is right at their doors. Men from the United Kingdom are not trained for the hard work of clearing, &c., involved. There are, however, a good many British settlers, and they will receive exactly the same advantages as the French Canadians.

The lands now offered for settlement in the Province are as follows:—

Gatineau Valley, County of Ottawa. Soil: Clay loam, adapted for cultivation of all cereals and vegetables. Conditions for development of dairy industry very good.

Abitibi Region, situated at the Western extremity of the Province. Soil: Blue clay, very fertile, specially adapted for the growing of cereals and vegetables. Good stock raising country.

Temiscaming, about 314 miles west of Montreal. Good soil for cultivation of corn and other cereals, also vegetables. Conditions for stock raising and dairy industry unequalled.

Labelle, situated between the cities of Montreal and Ottawa. Soil somewhat rocky, but rich and will grow all cereals and vegetables. Conditions for stock raising and development of dairy industry very good.

Lake St. John Region, situated about 190 miles north of Quebec. Soil is of a loamy nature and very fertile. Corn, cereals and vegetables of all kinds can be grown successfully. Good for stock raising.

Temiscouata, situated on the south side of the St. Lawrence River. Soil first-class quality and adapted for the growing of all cereals and vegetables.

Rimouski, Matane, Gaspé, and Bonaventure. These regions are situated at the extreme eastern part of the Province on the south side of the Gulf of the St. Lawrence. Their soil is well drained, free from rock and easily worked. Cereals and vegetables of all kinds can be grown successfully.

Lt.-Col. R. Reid, Agent-General for Ontario.—330,000 square miles, all but 5 per cent. of which is undeveloped. Most of the land is wooded. The gross cost of clearing averages \$12 to \$20, but may run up to \$50 to \$60. In the majority of cases, the proceeds of the sale of timber cover the cost of clearing. Ten acres of each holding will be cleared before the soldier takes possession. The land set apart for special settlement by the Ontario Government is well served by railways, near to towns, and a good water supply is available.

Australia.

Major-General Sir Newton Moore, K.C.M.G., Agent-General for Western Australia. It is difficult to approximate the amount of land that is available in Western Australia for this class of settlement,

but when it is realized that in the south-west alone there are hundreds of thousands of acres available for closer settlement, provided money is available for the preparation of the land, it will be seen that areas are available for many thousands of settlers. Of course, the cost of development varies greatly; some land in the south-west costs £20 an acre to clear, and land for fruit-growing even more.

The general policy is only to throw lands open for settlement that are within reasonable distance of a railway, and this policy has been adopted with a very great deal of success, with the result that, while in 1905 Western Australia had 2,452,938 acres under cultivation, she now has 7,548,768 acres under cultivation.

Mr. Frederick Young, Agent-General for South Australia.—See my answer to Question 2.

Sir John McCall, M.D., Agent-General for Tasmania.—As regards the Government schemes for land settlement in the State, I cannot say how much land is available, but the Government may buy properties for sub-division as well as allowing Crown lands to be selected. There is no difficulty about water supply. The lands, I understand, will be near a railway.

Sir Peter McBride, Agent-General for Victoria.—The unalienated Crown Lands (agricultural and grazing) total 8,000,000 acres. Of this area, 5,000,000 acres are Mallee land in the north-west part of Victoria, the balance being distributed throughout the State. A large proportion of these lands will not be available without developmental work, and to enable this to be carried out to the fullest extent, the financial assistance of the Imperial Government will be necessary.

Mr. C. G. Wade, Agent-General for New South Wales.—The possibilities as to land settlement are very great, but they are limited by the condition that, to be successful, farms should be within about 15 miles of a railway; and there is not much land left which at present fulfils these conditions. The area of land which is suitable for agriculture is being increased every year. Some 15 years ago the 20-inch rainfall was considered the farthest limit of profitable wheat-growing. To-day, wheat-growing has proved a success in areas where the rainfall is not more than 17 inches, and with improved methods of cultivation and more scientific farming it is calculated that large areas, if the maximum rainfall is not more than 14 inches, will yield satisfactory results.

In many parts of the States the construction of railways has been sanctioned, and until recently developmental works representing £10,000,000 were under construction at one and the same time. Owing, however, to the exigencies of war finance it has been necessary to curtail the amount of money borrowed for developmental purposes and restrictions are placed by the Home Government on the raising of loans by the States on the British market. Under these circumstances the construction of many railways which had been sanctioned has been unavoidably suspended until the European outlook is more favourable. When the necessary railways have been completed there will be of Crown lands alone about 1,500,000 acres of slightly timbered land in the area bounded by Hillston, Cudgellic, Wyalong, and Nirrol; also much heavily timbered land in the Pilliga Scrub; the Murrumbidgee Irrigation Area may be extended both north and south of the river; and irrigation areas formed on the Murray.

Besides that, there are large areas of private lands which the Government could resume along the route of new railways, and which would be available for mixed farming in farms of 800 to 1,000 acres; coastal dairying farms, of 40 acres each; and irrigation settlements, of from 15 to 100 acres.

Major Sir T. B. Robinson, K.C.M.G., Agent-General for Queensland. The amount of good land available for settlement in Queensland is enormous, and 95 per cent. of it belongs to the Crown.

The preliminary scheme for soldier settlement shows an area of 1,031,167 acres, capable of settling 19,288 men and their families. The Beerburum area (60,000 acres), Pikedale (1,368 acres), and Imisfail (157,350 acres) have already been set apart for group settlement of soldiers. For these three areas—231,718 acres in all—it is estimated that a sum of £147,710 will be required for railway communication,

the construction of roads, and compensation for resumption. For the total area to which the scheme applies (4,031,167 acres) a sum of £2,093,017 will be required. This does not include the £500 per settler necessary for preparing and equipping the farms, to which reference was made in the answer to Question 2.

Of course, much of this land will not be ready until railways have been constructed. This cannot be done during the war, and probably not for some little time after it is over. See answer to Question 6.

A settler need not possess any considerable amount of money, as capital can be borrowed. It is not well, however, for a man with no capital, unless he is of remarkable capacity and energy, to take up land immediately on his arrival; it may safely be said that the more he possesses the better; a man without experience or without capital should avail himself of the training offered or obtain employment on a farm at first. There is a very efficient system of Labour Bureaux. See answer to Question 10.

Besides the area referred to, nearly the whole of the eastern coast of Queensland is suitable for close settlement; it is estimated that some 8,000,000 acres are adapted for agricultural pursuits, and will be capable of supporting at least 50,000 farmers and their families. The greater part of this area will be given communication by the North Coast Railway now in construction; and a large proportion will have water communication.

South Africa.

The Right Honble. W. P. Schreiner, C.M.G., High Commissioner for the Union of South Africa.—There are large areas of vacant Crown lands, but mostly situated in remote and waterless regions, and requiring opening up to prepare them for settlement. The construction of irrigation works is usually undertaken under a system of State financial assistance and professional control by co-

operative associations of farmers or by individual farmers. Some State irrigation schemes are in progress, but none will be ready for a considerable time. For competent agricultural immigrants with small capital there would be good openings on the larger co-operative irrigation schemes in the Province of the Cape of Good Hope. An endeavour will be made by the Government to formulate a plan, in collaboration with the owners of the schemes, whereby land within such areas could be sold in holdings of a suitable size and on reasonable terms to ex-service men experienced in such farming.

Mr. P. Lyttelton Gell, British South Africa Company.—The whole of the 250,000 acres in Southern Rhodesia being offered free by the British South Africa Company and the land which is being offered by private companies for settlement to ex-service men is undeveloped virgin land.

The land offered by the British South Africa Company is of "fair average quality" such as is now being sold. It has been selected as promising good results to ex-soldiers. Broadly speaking, it is the fact that much of the best land has already been alienated and is now in the hands of private owners or big development companies.

Only 14,000 acres of land offered by a private company is in close proximity to a township (Gwelo). The rest of the land is situated within accessible but varying distance from the railway, the maximum distance being approximately 25 miles.

This distance, however, is not excessive for successful farming, especially as regards cattle, which thrive well. Maize is often grown at a profit 25 miles from a railway, and milk is brought in for long distances to the creamery at Gwelo.

Most of the land has a surface supply of water. Where no surface supply exists, ample supplies can usually be secured at comparatively shallow depth by sinking bore-holes or wells. No ex-soldier would be placed on waterless land.

QUESTION VI.

Apart from land settlement proper (*i.e.*, farming) what openings are there for ex-service men from the United Kingdom and other parts of the Empire in your State *e.g.*, for fruit-growing, the fisheries, irrigation, afforestation, railway work, mining, or other employment suitable to artisans?

How, in your estimation, would the immigration of ex-service men for such purposes be regarded by Labour opinion in your State?

ANSWERS.

Canada.

Mr. J. Bruce Walker, Commissioner of Immigration, Winnipeg.—In answering this I must refer to my answer to Question 3. It must be remembered that fruit-growing requires special knowledge; much the same might be said as to fisheries; it is true that sailors might become fishermen, but probably they would find other occupations which would suit them better. Afforestation comes under the head of agriculture. Railway work necessarily varies in amount. Mining again is a scientific trade—in fact it is rather an "artisan's work." The Government would not encourage the immigration of miners *as such*. I do not say that skilled mechanics who wish to come to Canada would be *rejected*; such men may come if they wish; but the Government does not offer any special facilities for them.

As to the "labour opinion," I do not think the party would object to the immigration of agriculturists, nor to miners in the sense of men coming to search for gold; but they would object to the introduction of coal miners.

Mr. W. R. Bowder, of the New Brunswick Government Office.—There are good openings for fruit-growing, shipbuildings, &c., in New Brunswick, but the Provincial Government only encourages the immigration of agriculturists, unless it is specially asked to assist other classes.

So far as agriculture is concerned, there would be no objection on the part of labour organisations. As regards other occupations, I cannot say.

Mr. J. Howard, Agent-General for Nova Scotia.—I include fruit-growing under farming.

The fisheries at present employ upwards of 30,000 men and yield about 25 per cent. of the total value of the Dominion fisheries. Most of the men employed in fishing are men born in Nova Scotia, as it is not an occupation which newcomers often take to. But the fishing industry is capable of much development, and if any ex-service men possess experience either in coastal or in deep-sea fishing or fish-curing, I think they would find occupation without difficulty, and I should be glad to know if there are any of such men who wish to go to Nova Scotia.

Railway work is a matter which rests practically with the Dominion Government, the Canadian Pacific, and the Canadian Northern Railways, who between them own the principal railways in the Province. With increased trade development, many openings will doubtless arise for employment.

The iron and steel plants produce about 500,000 tons of pig iron yearly and give employment to a considerable number of men. In addition, new undertakings have been organised for the production of munitions, and after the war these will be devoted to trade manufactures and will undoubtedly require mechanics and labourers.

As to mining. The coal-mining industry is very extensive; at present it employs 15,000 men, and produces more than 50 per cent. of the total output of Canadian coal. The only coal mines situated on the Atlantic seaboard of the American continent are those in Nova Scotia. The mines are worked by companies who, previous to the outbreak of the war, had their own agents in this country and made their own arrangements for securing adequate labour, subject to Government regulations. They have introduced many men from Wales and Scotland, also from Belgium and Northern France. Ex-service men who have had previous experience as miners would doubtless obtain employment.

Besides these, other undertakings, such as lumbering, shipbuilding, car manufacture, woodworking, woollen and textile mills, and subsidiary industries connected with the by-products of coal and steel, could profitably accommodate both skilled and unskilled labour.

I think the demand for Nova Scotia products will be so great that there will be no occasion for labour apprehension.

Lt.-Col. P. Pelletier, Agent-General for Quebec.—Work of all kinds can be got, but specially farming hands are wanted, not men who will drift into the towns. There is no irrigation in Quebec.

There are few labour unions in Quebec.

Lt.-Col. R. Reid, Agent-General for Ontario.—There are splendid openings in Ontario for ex-service men in fruit-growing, the fisheries, and mining. There are, however, no coal mines. Soldiers who may desire to go into fruit-farming and chicken raising or other like agricultural pursuits will be given free instruction at the public institutions of the Province. There are no opportunities in irrigation, and labour for afforestation is already available. Until further railway construction is undertaken in Ontario, the opportunities in this work are not many.

If the immigration of ex-service men had the effect of lowering wages or reducing employment, it would not be favourably regarded by labour opinion. The emigration of ex-soldiers, who are also ex-miners, would need to be regulated according to the demand.

Australia.

Major-General Sir Newton Moore, K.C.M.G., Agent-General for Western Australia.—At this stage, with 300,000 Australians out of Australia, this is a very difficult question to answer; but it must follow that a country of so many and varied resources as Western Australia should afford employment for a very large number of men, more particularly in the timber and mining industries.

I have always found the Labour Government in Western Australia reasonable to any proposed scheme which did not involve the creation of an "unemployed" difficulty; and notwithstanding the fact that during the three years 1910, 1911, and 1912, 30,000 people were sent out from Great Britain to Western Australia, no labour difficulty of any kind was created.

Mr. Frederick Young, Agent-General for South Australia.—Apart from land settlers, openings in South Australia are not important. Political feeling is strong against immigration of general labour. A considerable number of skilled labourers was brought in during the three years prior to the war, and these met the then rather acute shortage. As regards the future, any further immigration in this direction will depend upon developments. We are mainly a country of primary production, but, of course, with further land developments, development in other occupations ensues. The development of zinc and lead smelting at Port Pirie under the scheme of handling all Broken Hill ores in the British Dominions should undoubtedly mean a great extension of the industrial activity of that port, and should call for a considerable increase of labourers. A further increase of the smelting industry no doubt would affect the manufacture of artificial manures, but I may say that we already manufacture a great proportion of our needs, and I am not able, off-hand, to say to what extent there would be an opening at Port Pirie to provide for the manure requirements of Australia generally. It is a very interesting and practical question.

Sir John McCall, M.D., Agent-General for Tasmania.—Apart from land settlement proper (that is, farming, including fruit-growing) at the present time employment could be found for a number of ex-

service men; but, of course, I cannot say what the conditions will be after the war. As to fishing, it must be remembered that capital and experience are required. I cannot say that there are likely to be openings for artisans.

I do not anticipate that there would be any objection on the part of labour organisations in the State.

Sir Peter McBride, Agent-General for Victoria.—In most callings the local supply of artisans meets all requirements. Ex-service men, however, who are competent to take up fruit-growing or irrigated farming would be welcome. The fishing industry is capable of expansion, and afforestation will, as time goes by, receive more attention.

Mr. C. G. Wade, Agent-General for New South Wales.—There are openings for ex-service men capable of engaging in fruit-growing and gardening, irrigation, afforestation, &c., but, as a general rule, artisans are not advised to emigrate.

The Labour Government, which came into power in 1910, carried on an active immigration policy until the outbreak of the war. There is, however, always an undercurrent of opposition to immigration on the part of the labour organisations, caused partly by the uncontrolled operations of passage brokers and passage brokers' agents in the past, partly by the tendency of certain private emigration societies to send unsuitable people, and partly by an unfounded fear that it will cause a surplus of labour and a consequent reduction in the rate of wages.

Immigration of persons who would compete in the skilled trades or in mining would be opposed by the labour organisations.

Major Sir T. B. Robinson, K.C.M.G., Agent-General for Queensland.—Apart from farming, there will probably be some openings for ex-service men in fisheries, irrigation, &c., but I am at present not in a position to state the policy of the Queensland Government as regards the immigration of ex-soldiers for purposes other than land settlement.

I may add, however, that after the War, when matters have returned to their normal condition, and rails and other materials are obtainable, Queensland will probably resume the construction of railways on a large scale. That would offer opportunities for Government as regards to immigration of ex-soldiers accustomed to such work.

Labour opinion in Queensland is not hostile to immigration; and is not likely to regard the immigration of ex-service men with disfavour unless they arrive in such numbers that the labour market becomes disorganised.

South Africa.

The Right Honble. W. P. Schreiner, C.M.G., High Commissioner for the Union of South Africa.—See answer to Question 3, above.

Mr. P. Lyttelton Gell, British South Africa Company.—With the exception of fruit-growing (especially oranges) and some other industries such as the cultivation of tobacco, fibres, and oil, which all require a considerable amount of capital, there are practically no such openings. There are none in fisheries, irrigation, and afforestation, and only a very limited prospect for artisans in railway, mining, or other employment. It has to be remembered that all the unskilled labour of the country is performed by African natives, and that it is only the skilled supervisory posts that are filled by white men. The question of labour opinion as regards immigration hardly arises though there is a certain amount of opposition to land settlement schemes on a large scale. Some existing farmers are afraid of prices for produce falling.

QUESTION VII.

Do you think it likely that your Government would welcome partially disabled ex-service men from the United Kingdom and other parts of the Empire?

If so, can you tell me of any official or private institutions which would help such men?

ANSWERS.

Canada.

Mr. J. Bruce Walker, Commissioner of Immigration, Winnipeg. I do not see how the Dominion Government could give them employment; we shall have so many men of that kind of our own to deal with. And I do not know of any societies which could help.

Mr. W. R. Bowder, of the New Brunswick Government Office.—I cannot say without first consulting the New Brunswick Government, but I think they would be quite willing to accept such men provided they were physically fit and able to support themselves, and willing to accept agricultural employment; but not for other occupations and trades unless applications were received for such men.

Mr. J. Howard, Agent-General for Nova Scotia.—Yes, if such men were physically fit, capable of earning a livelihood, and would accept such employment as was found for them. The Department of Industries and Immigration offers to put newcomers in touch with employers of labour. Local patriotic organisations have been formed to look after the welfare of our returned soldiers, as well as the dependents of those on active service, and doubtless their operations would be extended, if possible, to the men in question. I presume that, according to the extent of the demands made upon the Technical College and Technical Schools by our own injured men, the available facilities will be freely extended to other disabled men requiring training for industrial employment.

The Military Hospitals Commission has a branch, or branches, in Nova Scotia, where partially disabled men are being instructed in trades most suitable to their condition.

Lt.-Col. P. Pelletier, Agent-General for Quebec.—I can't tell.

Lt.-Col. R. Reid, Agent-General for Ontario.—Yes, if their disability is not such as to prevent them from being self-supporting. It is to be noted that Ontario will have to make provision for a large number of her own disabled men who will be unable to support themselves, and that further numbers of partially disabled men will have to be trained before they can support themselves in even a slight degree because they will be unfit to return to their previous occupation, and it is obvious that the admission of further partially disabled men would need to be in limited numbers and under careful control. If it could be shown that the United Kingdom and the other parts of the Empire could not make provision for their own partially disabled men, then I feel sure the Ontario Government would make every effort for their accommodation.

The admission of partially disabled men would, of course, be dependent on the regulations of the Dominion Government.

The Military Hospitals Commission and the Soldiers' Aid Commission are helping to place out disabled soldiers, but very few so far have gone on the land.

Australia.

Major-General Sir Newton Moore, K.C.M.G., Agent-General for Western Australia.—I cannot answer this question. It is intended to provide blocks

of from 5 to 30 acres near town for injured and sick men, but that only refers to Australians.

Mr. Frederick Young, Agent-General for South Australia.—I do not consider that my Government would feel itself called upon to welcome partially disabled ex-service men, who, in my opinion, are not suited for the strenuous and sturdy life of a new country.

Sir John McCall, M.D., Agent-General for Tasmania.—I do not think that at present the State Government would welcome partially disabled ex-service men from the United Kingdom or other parts of the Empire, as it seems probable that there will be more than sufficient of these belonging to our own forces.

Sir Peter McBride, Agent-General for Victoria.—Many returned Australian soldiers have been fully or partially disabled, and for them adequate provision must be made. The Victorian Government will, therefore, not welcome ex-service men from the United Kingdom who have been similarly incapacitated. The Commonwealth Government cabled in November, 1916, to the High Commissioner for Australia, London, in the following terms:—

“With reference to your telegram of the 28th October, disabled ex-soldiers or sailors not previously domiciled Australia would be debarred admission if likely become public charge or danger to community. Desirable deal with each case on merits.”

Mr. C. G. Wade, Agent-General for New South Wales.—Australia will have more than enough of her own disabled men for whom provision must be made. Disabled ex-service men not previously domiciled in Australia would be debarred admission if likely to become a public charge.

Major Sir T. B. Robinson, K.C.M.G., Agent-General for Queensland.—It is not likely that the Queensland Government would be able to provide for any number of very seriously or permanently disabled ex-service men from the United Kingdom.

South Africa.

The Right Honble. W. P. Schreiner, C.M.G., High Commissioner for the Union of South Africa.—The Government are anxious to assist, but openings are few and not equal to the demands of returned South Africans. The Governor-General's (official) Fund, and the South African Settler's Information Committee would, doubtless, aid.

Mr. P. Lyttelton Gell, British South Africa Company.—Yes, provided they have sufficient capital to establish themselves on the land and are capable of developing it. But it must be admitted that the number of men fulfilling these conditions must be very small. No institutions exist in Rhodesia for helping disabled men from other parts of the Empire.

QUESTION VIII.

Generally speaking, how many ex-service men from the United Kingdom and other parts of the Empire do you think your State could absorb—

- during the first year,
 - during the second year,
 - during the third year,
- after the termination of the War?

ANSWERS.

Canada.

Mr. J. Bruce Walker, Commissioner of Immigration, Winnipeg.—Limiting my answer to unskilled farm labour—that is, men who would go to work with farmers, I should say that we could absorb—

- 20,000 men in the first year,
- 30,000 men in the second year, and
- 40,000 men in the third year.

That is, besides women and children. It is also in addition to men with previous experience who could take up land at once. There are many farmers now who would cultivate more land if they could get more

labourers. Besides, it must be remembered that immigration creates more work; railways, waterworks, &c., have to be constructed as population increases.

Mr. W. R. Bowder, of the New Brunswick Government Office.—I cannot say definitely until our own men are settled, but the demand from farmers has hitherto always exceeded the supply. I think it would be a low estimate to suggest that New Brunswick could absorb about 3,000 immigrants after the war per annum, including a proportion of ex-service men.

Mr. J. Howard, Agent-General for Nova Scotia.—Judging from statistics I estimate that after the war Nova Scotia could probably absorb—

- In the first year, 5,000 souls (including their families).
- In the second year, 5,000 souls (including their families).
- In the third year, 3,000 souls (including their families).

Preference would be given to ex-service men.

Lt.-Col. P. Pelletier, Agent-General for Quebec.—Any amount of *bonâ fide* settlers who would like to take up farms could be absorbed, but men without

experience who take up farms at once are not likely to succeed. We could place, say, about 500-600 men per annum with farmers, for whom they would work whilst getting acclimatised.

Lt.-Col. R. Reid, Agent-General for Ontario.—This is at present under the consideration of the Government and I expect to receive a close estimate in the near future.

- I think Ontario might absorb—
- 8,000 in the first year.
 - 12,000 in the second year.
 - 16,000 in the third year.

These numbers include all ex-service men, *i.e.*, those from Canada as well as those from the United Kingdom, &c.

Australia.

Major-General Sir Newton Moore, K.C.M.G., Agent-General for Western Australia.—I should think it quite safe to say that Western Australia could absorb the following numbers of ex-service men from the United Kingdom and other parts of the Empire (that is, exclusive of returned Australians):—

- In the first year, 3,350; that is, 3,000 on wheat and mixed farming lands and 350 on lands suitable for dairying, fruit-growing, and intensive culture.
- In the second year, 5,500; that is, 5,000 on wheatlands and 500 on lands suitable for dairying, &c.
- As to the third year, I cannot give any definite number; but I think it probable that Western Australia could in the third year absorb more than in the second.

By that time matters will have settled down. The State Government will be able to supply full information when the time draws near.

I consider that this estimate is moderate, inasmuch as in normal times 30,000 persons, including at least 10,000 men have been placed on the land in three years. But it is, of course, dependent on the amount of money available for development. A farmer is not likely to succeed if his farm is more than 15 miles from a railway. But, although this is the number which the land could absorb, I should explain that, in view of the difficulty that must be experienced in finding transport, even for our own returned soldiers (who, of course, would have first claim), it would not appear likely that any but Australian soldiers could be settled on the land during the first, or perhaps even the second year after the war.

Mr. Frederick Young, Agent-General for South Australia.—I am unable to give any satisfactory estimate of the number of ex-soldiers we could absorb from year to year during the next few years.

QUESTION IX.

Has your Government established, or does it contemplate establishing, training farms or similar institutions—

- for ex-service men from your own State; or
- for ex-service men from the United Kingdom and other parts of the Empire?

If so, how large are the training farms likely to be? How many ex-service men would they accommodate? How long ought ex-service men to stop at them?

What arrangements is it proposed to make with reference to the finance and control of such training farms?

ANSWERS.

Canada.

Mr. J. Bruce Walker, Commissioner of Immigration, Winnipeg.—Strictly speaking, there are no training farms; but there are experimental farms belonging to both the Dominion and the Provincial Governments; and the Government might put special teachers at these, so that they would be available for ex-service men to receive their training at. But I consider that the best form of training for them is to go and work as farm labourers on farms. Men sent

Sir John McCall, M.D., Agent-General for Tasmania.—I cannot answer this question. But with respect to the capacity of Tasmania generally, I may say that it is larger than Belgium; at present it has a population of about 200,000, and I think there is land enough for 500,000 agriculturists (including fruit growers), not to speak of men engaged in other occupations.

Perhaps when our own troops have returned, the Tasmanian Government might be able to say how many ex-service men from the United Kingdom could be absorbed in the year or two following.

Sir Peter McBride, Agent-General for Victoria.—At present it is impossible to estimate the number of ex-service men from the United Kingdom who could be absorbed within one, two, or three years of the termination of the war. As far as land settlement in particular is concerned, it will, as before stated, depend greatly on the number of returned Australian soldiers who desire to take up land. Twelve months ago enquiry cards were sent to Victorians on active service, and 22,664 were returned up to 31st December, 1916. Of these, over 5,000, say 25 per cent., expressed their desire to settle on the land. In addition, over 3,000 wish to resume agricultural work as employees.

Mr. C. G. Wade, Agent-General for New South Wales.—No information is yet available. In the years 1911-13, 29,400 immigrants arrived, mostly from the United Kingdom; these included farm labourers and their families, domestic servants and persons nominated by previous immigrants with a guarantee of employment. These were absorbed without difficulty. As developmental work is carried out, thus making more land available, a still larger number could be absorbed in rural occupations.

Major Sir T. B. Robinson, K.C.M.G., Agent-General for Queensland.—It is hard to say. It will in part depend on when more railways are constructed, which in its turn will depend on how soon we shall be able to get the materials, such as rails.

South Africa.

The Right Honble. W. P. Schreiner, C.M.G., High Commissioner for the Union of South Africa.—See answers to Questions 3 and 7, above.

Mr. P. Lyttelton Gell, British South Africa Company. So far as concerns the men who can be settled on the land which is being granted free, the numbers must necessarily be small—say 500. They are limited by the numbers for whom training facilities can be provided.

We could take, say, 25 at once if occasion arose. Rhodesia is a very young and small community. The total white population is only 32,000, and the number of established farmers who could help is limited. In any case, we prefer "quality" to "quantity."

to work on such farms could be sure of winter work; the Government would see to that. Of course wages for 12 months are lower than those for eight; but a man could get from \$20 to \$30 a month with board and lodging.

Mr. W. R. Bowder, of the New Brunswick Government Office.—Each special settlement in New Brunswick will have its own training farm.

Mr. J. Howard, Agent-General for Nova Scotia.—A Training College of Agriculture, with farm attached, has been established for many years at Truro, Nova Scotia. The College is thoroughly equipped, and staffed by competent men, and affords full instruction in all branches of agriculture and horticulture. Special classes will be given to ex-service men who wish to avail themselves of this opportunity. The instruction is free, the only cost to the student being his board and lodging. As the College is non-residential, this can be obtained at a reasonable rate in the town of Truro. Government experimental farms have also been established at Nappan and Kentville, where practical instruction can be obtained by the newcomer. There is also a Technical College at Halifax, where up-to-date instruction in Metallurgy, Mining, Chemical and Electrical Engineering is provided. Technical schools have been established in industrial districts.

Lt.-Col. P. Pelletier, Agent-General for Quebec.—This question has not yet been debated. At present we have in Quebec only agricultural colleges and experimental farms, not training farms.

Lt.-Col. R. Reid, Agent-General for Ontario.—The training farm at Monteith is some 600 acres in extent, but only part of this is at present under cultivation. If the necessity arises further training farms will be established and are likely to be between 300 and 500 acres in extent. The period of training will vary; the men without experience will probably require at least three months.

The finance and control of the Government training farm are provided by the Ontario Government, and this will be the case should any farms be established in the future.

The Agricultural College at Guelph is one of the best known in the Empire, but the demand for admission there is greater than the accommodation available.

Australia.

Major-General Sir Newton Moore, K.C.M.G., Agent-General for Western Australia.—A scheme for the training of men in poultry-farming is already in existence and is controlled by the local War Council.

Schemes are also under consideration for the establishment of experimental farms which will give opportunities to farmers of obtaining good stock, but nothing has as yet been decided.

Mr. Frederick Young, Agent-General for South Australia.—See particulars given in answer to Question 2 as to the training farm on the Mount Remarkable Estate.

Sir John McCall, M.D., Agent-General for Tasmania.—The Government have a State farm at Deloraine, where practical training in farming is given. I believe that it would accommodate about 50 men. I have no doubt that it will be made possible for ex-service men from the United Kingdom to go there.

Sir Peter McBride, Agent-General for Victoria.—The Discharged Soldiers' Settlement Bill (see answer to Question 2) provides for the establishment and maintenance of training farms, which would also be open to ex-service men from the United Kingdom. Already some returned soldiers are undergoing training at the Dookie Agricultural College, which has an area of 5,913 acres.

Mr. C. G. Wade, Agent-General for New South Wales.—The Training Centres available at present are as follows:—

- (1) *The Hawkesbury Agricultural College*, both scholastic and practical, chiefly available for young students

- (2) *Agricultural Farms*, for dairying, wheat-growing and mixed farming. On these—about 7 in all—practical farming is conducted, and there would be room for a limited number of immigrants.
- (3) *Experimental Farms.*—These are numerous, but would not accommodate a very large number of men.
- (4) *State Farms*—that is, wheat farms conducted on a large scale under the control of the State—have been started, but so far with only partial success. If they are extended, a number of immigrants might obtain employment on them.
- (5) *Pitt Town Farm.*—This has been utilised in giving preliminary experience to youths brought out under the "Dreadnought System." After from three to six months on this farm, they find employment with farmers. This farm might be extended.
- (6) An area has been reserved at Griffith on the Murrumbidgee Irrigation Area, and barracks erected capable of holding about 60 men. It is intended to employ soldiers on probation for six months on initial work preparing what will afterwards be their farms. They will receive 5s. a day and will be kept by the Irrigation Commission. Instruction will be given there, and will be continued after the soldiers have been placed on their blocks. Similar centres might be established. Friends may thus settle together, obtain preliminary experience, and work on the land which is to be their homes, whilst receiving wages from the commencement.

Major Sir T. B. Robinson, K.C.M.G., Agent-General for Queensland.—The Queensland Government is setting up training farms on the various settlements for the benefit of those requiring instruction. In the fruit-growing areas canning factories are being arranged for to prevent a glut of green fruit, and with a view to preparing the products for export, thus securing for the men the full return for their labour.

There are also training farms for youths, which might be available.

South Africa.

The Right Honble. W. P. Schreiner, C.M.G., High Commissioner for the Union of South Africa.—There are small training farms, being part of the Land Settlement Scheme referred to in answer to question 2 above.

Mr. P. Lyttelton Gell, British South Africa Company.—No; but see above under 2 and 4, and below, under 10.

QUESTION X.

Can arrangements be made whereby ex-service men from the United Kingdom and other parts of the Empire who do not go to Government farms in your State, or for whom such farms are not available, can be sure of obtaining situations on other farms where, while supporting themselves on their earnings, they can acquire Colonial experience? For how many ex-service men from the United Kingdom and other parts of the Empire could accommodation of this kind be found in each year?

ANSWERS.

Canada.

Mr. J. Bruce Walker, Commissioner of Immigration, Winnipeg.—Yes. See my answer to Question 9.

Mr. W. R. Bowder, of the New Brunswick Government Office. There is plenty of farm employment. See answer to Question 8.

Mr. J. Howard, Agent-General for Nova Scotia.—Yes, through the Department of Industries and Immigration at Halifax, who would be prepared to place

men on farms in the Province. There are many excellent openings for farm workers.

Lt.-Col. P. Pelletier, Agent-General for Quebec.—Farmers' helping hands can get employment and good wages and acquire experience for themselves. See answer to Question 8.

Lt.-Col. R. Reid, Agent-General for Ontario.—Yes, but these situations are only available in the older and more settled parts of Ontario. 5,000.

Australia.

Major-General Sir Newton Moore, K.C.M.G., Agent-General for Western Australia.—I do not think that there would be any difficulty in agricultural labourers obtaining employment directly they arrive; and I consider that the best way for them to acquire local experience. The system hitherto—I mean, of course, before the war—has been that the Government advertise that a ship with immigrants is coming. Farmers come and interview the men who wish to work on farms; and ladies come and interview the women who are going into domestic service; the demand always exceeds the supply.

Mr. Frederick Young, Agent-General for South Australia.—Yes, for a carefully controlled number.

Sir John McCall, M.D., Agent-General for Tasmania.—A limited number could obtain such positions with farmers; and I think that is the best way for a man to acquire the necessary experience. But I must warn you that Tasmanian farmers are not very keen about taking inexperienced men who have lately arrived in the State; they say that a good man at £1 a week and all found is cheaper to them than a newly arrived immigrant of the ordinary type for nothing at all.

Sir Peter McBride, Agent-General for Victoria.—Ex-service men from the United Kingdom suitable for agricultural work and desirous of acquiring Colonial experience would have no difficulty in obtaining employment on farms.

Mr. C. G. Wade, Agent-General for New South Wales.—Farm labour is very scarce at harvest time, but work cannot be guaranteed all the year round. We already have a system of placing men out on farms (*see* answer to Question 9), but it must be remembered that we have not, as Canada has, large contiguous areas of something the same general type.

QUESTION XI.

Do you think it would be a good thing if the Imperial Government were to start training farms in the United Kingdom for ex-service men desirous of emigrating? Do you consider that such farms would be useful for boarding and training these men whilst they are waiting for ships to take them out? Should such farms, if established, be managed by men from the Dominions with previous farming experience?

ANSWERS.

Canada.

Mr. J. Bruce Walker, Commissioner of Immigration, Winnipeg.—I regard the training at such farms as superficial. But with regard to ex-service men who wish to become agriculturists in the Dominions, if it is necessary to retain them in England for a year or so after demobilisation, perhaps the best place for them would be a training farm where they could learn how to manage horses and cattle and to milk; and could accustom themselves to the use of farm implements such as are used in Canada. But there are two things to bear in mind: (1) Even if a man has gone through a course of training in England he has still much to learn when he arrives in Canada, as the climate, soil, manner of cultivation, and social conditions are all different. Putting a man on the land in Canada without previous colonial experience I regard as in most cases madness. Of course, if a man has experience acquired elsewhere, and capital of his own—at the very least, £300—he can take up land for himself at once if he wishes to do so, and in certain circumstances he may succeed; but I do not say more than that. (2) A training farm in England must be regarded as a dead expense to the Government, as the men must leave the country as soon as they are trained; in Canada the Government is training men to supply an existing local want.

Mr. W. R. Bowder, of the New Brunswick Government Office.—Not much use. Conditions are so different in the United Kingdom from what they are in Canada.

Mr. J. Howard, Agent-General for Nova Scotia.—Yes. Perhaps I am led to speak more strongly in favour of this than the representatives of other parts of the Oversea Dominions do, as the system of agriculture in Nova Scotia more nearly resembles that of the Old Country than that of other parts of the Empire does. The Hon. R. Guinness established a training farm in England, the manager of which was a graduate of the Agricultural College at Guelph in Ontario, and the men trained there have done well in Nova Scotia.

Lt.-Col. P. Pelletier, Agent-General for Quebec.—Yes. I should welcome the establishment of a training farm in the United Kingdom if, on account of

Major Sir T. B. Robinson, K.C.M.G., Agent-General for Queensland.—It will no doubt be possible for men not availing themselves of these training farms to find employment on other farms in order to gain experience. In fact, we always consider the most advisable course for a man who wishes to take up land is to go and work on a farm first, for a year or two. It is hard to say how many men could obtain situations; at any rate, up to the present time, none who have come have had any difficulty in doing so; vacancies are continually occurring.

South Africa.

The Right Honble. W. P. Schreiner, C.M.G., High Commissioner for the Union of South Africa.—The poor-white population of the Union needs to be settled; and from this class such openings are generally filled.

Mr. P. Lyttleton Gell, British South Africa Company.—Enquiries are being made for established farmers to take prospective settlers as pupils; in the majority of cases farmers will make a maintenance charge of about £5 a month. It is not yet possible to say how many farmers will agree to take pupils.

transport difficulties, men who wanted to come to Canada had to wait about before there was an opportunity to start. A Dominion manager would be better, I should think, because agricultural conditions in Canada differ on certain points from those in the United Kingdom.

Lt.-Col. R. Reid, Agent-General for Ontario.—Only if there is likely to be considerable delay in obtaining transport. If such training farms are established in the United Kingdom, the training should proceed along Canadian lines, and the farms should be managed by Canadian farming experts.

Australia.

Major-General Sir Newton Moore, K.C.M.G., Agent-General for Western Australia.—I think that the establishment of training farms in the United Kingdom, managed by men with previous experience not only in England but preferably in the Dominions, would be of very considerable value. I may mention that there is at present a scheme under consideration for finding employment for Australian soldiers in England whilst waiting to return to Australia; perhaps there are some of them who could be utilised as instructors. The men could receive instruction in such matters as rough carpentering, which would be useful to them in Australia. But I only recommend this in case the men are delayed in starting; otherwise I think that they had better go to Australia and acquire their experience there.

Mr. Frederick Young, Agent-General for South Australia.—The establishment of training institutions in the United Kingdom is not a proposition which of itself particularly appeals to me. I prefer the intending settlers to obtain their experience under the new conditions, and always advise them to spend some time as farm labourers. However, it will take a considerable time for the Australian soldiers to return to Australia after peace, and Imperial emigrants will very probably be held up in this country for that reason, and also during the time of gradual demobilisation. During this enforced period it seems to me that the ex-Imperial soldier can most profitably use the time on suitable training farms, where he would become familiar with the handling of stock, and, of course, gain a considerable amount of valuable information, useful on land the whole world over.

Sir John McCall, M.D., Agent-General for Tasmania.—I do not think that training farms in the United Kingdom would serve the purpose of the proper training of men for agriculture or horticulture in the State.

Sir Peter McBride, Agent-General for Victoria.—With a view to ascertaining suitability, a short course of training in the United Kingdom would appear to be desirable. The selected men could then be drafted to other farms to await sailing. Whilst it would be

advantageous if such farms were managed by persons who have also had some oversea farming experience, it must be borne in mind that conditions vary considerably throughout the Dominions.

Mr. C. G. Wade, Agent-General for New South Wales.—In extreme cases, where there is a delay in transportation, intending emigrants might be usefully employed in some form of rural training in England. But English training is of little value to men intending to go to Australia; the climate and conditions of work are too different. Australian wheat farms are about 1,000 acres in extent; ploughing and harvesting are done by machinery. No man should start farming in Australia without at least six months' local experience.

Major Sir T. B. Robinson, K.C.M.G., Agent-General for Queensland.—Yes. We have had some experience in Queensland of the advantage of such a system. A number of lads have been sent out by the Church Army who have had a three months' course of preliminary training on the Church Army farm in Essex; and that training, elementary as it has been, has been of great value to them. I may here remark that the system of sending out these lads has been a thorough success; they do well on farms; I have known cases in which even in 12 or 18 months' work a lad has saved enough money to bring his parents out.

QUESTION XII.

Do you think that if any special facilities are available in your State for ex-service men from the United Kingdom and other parts of the Empire preference should be given to those who are married?

ANSWERS.

Canada.

Mr. J. Bruce Walker, Commissioner of Immigration, Winnipeg.—Personally, I should favour giving preference to *single* men. I admit that you may call that selfish; and I admit also that in view of the desirability of an increase of population the necessity may outweigh the inconvenience. But what I mean is that whilst a wife in good health with not more than two young children is an advantage, a delicate wife or more than two young children is an inconvenience to the farmer with whom the man is working; accommodation is limited, and the wife has no spare time to assist in the work of the house. In the Eastern Provinces there are sometimes old farmhouses which are available for married labourers.

Mr. W. R. Bowder, of the New Brunswick Government Office.—Yes. Married men would be preferred.

Mr. J. Howard, Agent-General for Nova Scotia.—Yes.

Lt.-Col. P. Pelletier, Agent-General for Quebec.—Yes, if they have money to support themselves the first years. It is impossible for a man who has a wife and family to support to get a living from the land straight off, and there is a difficulty in getting farmers to take families in.

Lt.-Col. R. Reid, Agent-General for Ontario.—Preference should be given to married men in the older sections of Ontario. There is greater difficulty in arranging for the accommodation of married couples, particularly those with large families, than in the case of single men, as many Ontario farmers do not possess houses other than the farmhouse, and it is not always convenient to allot living accommodation for married people there. Moreover, women with more than two young children to look after have not much time to attend to other duties. On the other hand, the married man is likely to remain in his position longer than the single man, and, when farmers have accommodation they in many cases prefer married men for this reason and also because the wives are able to assist in house work, milking, &c., and the children are very useful in doing light work, as, for instance, picking the small fruits. It will be seen, therefore, that married couples with families are welcome when housing accommodation is available, but I do not think their numbers should exceed 20 per cent. of the total emigration of ex-service men.

Of course, as regards ex-soldiers, the question somewhat depends on the amount of time demobilisation takes. If the men have to remain soldiers for a considerable period, but have nothing to do, they might be well employed in learning farming; or, if it is necessary for them to remain in barracks, they might be taught trades, such as blacksmithing, which would be useful to them when on the land. But if training farms for soldiers desirous of emigrating are established in England, they should be managed by men from the Dominions with agricultural experience.

South Africa.

The Right Honble. W. P. Schreiner, C.M.G., High Commissioner for the Union of South Africa.—It would undoubtedly be very useful.

Mr. P. Lyttelton Gell, British South Africa Company.—Yes. Men from the Dominions with farming experience should be associated with the management. As regards not only Rhodesia, but other countries, I trust that the Committee will emphasise the importance to settlers of acquiring in advance some handiness in the use of tools, and in the rudiments of carpentering, construction, brick-laying, masonry, plumbing, smiths' work, farriery, &c. Settlers must be prepared to build for themselves, and to repair buildings, implements, &c.—however rough their work.

Australia.

Major-General Sir Newton Moore, K.C.M.G., Agent-General for Western Australia.—As to this I cannot speak with authority; but my personal opinion is that preference should be given to married men, and I think that the Government would take the same view. Of course much would depend on the ages of the children accompanying the settler; but, generally speaking, I may say that families are always welcome, and the more children there are the better. They can find employment at an early age, especially on dairy farms.

Mr. Frederick Young, Agent-General for South Australia.—Sentimentally one favours the idea of preference to those who are married, but unfortunately in a new country, the accommodation is not always available for a man and family and during the period whilst a man is gaining experience and becoming accustomed to the conditions, he naturally would not receive full wages. Such accommodation as there is on the farms for married men would naturally be taken up by the married farming labourers already in Australia. A practical plan, in my opinion, is for the man to go out alone, gain his experience, obtain his block of land, prepare his own little homestead and then bring out his wife and family.

Sir John McCall, M.D., Agent-General for Tasmania.—I think preference should be given to men who are married.

Sir Peter McBride, Agent-General for Victoria.—No. Except in occasional instances where a husband and wife are especially suitable for and willing to take a "married couple's" position on a farm, it would be inadvisable for women to accompany their husbands unless sufficient capital to cover cost of maintenance for a reasonable period is available. They should, as a general rule, be nominated for assisted passages by their husbands after the latter have made a satisfactory settlement. Where there are children, this course is particularly desirable. The passage money rates to Victoria for nominees are very low. For example, wives £4, children under 12 £2.

Mr. C. G. Wade, Agent-General for New South Wales.—Yes; if proper arrangements are made for the maintenance of the wife and children whilst the man is being trained. See my answer to Question 14, *infra*.

Major Sir T. B. Robinson, K.C.M.G., Agent-General for Queensland.—It is probable that preference would be given by the Queensland Government to men from the United Kingdom who are married.

South Africa.

The Right Honble. W. P. Schreiner, C.M.G., High Commissioner for the Union of South Africa.—Owing to the war, numbers of South African women and girls have taken up nursing, clerical work, &c., and these conditions will probably continue after the war. There is a shortage of teachers, but only in the country centres (often far

removed from railway communications) and bilingual qualifications (English and Dutch) are essential. In the governing circumstances the Government is regretfully unable to encourage immigrants of the classes covered by questions 12 to 16.

Mr. P. Lyttelton Gell, British South Africa Company.—Yes.

QUESTION XIII.

Do you think that ex-service men with small families would be more welcome than those with large?

ANSWERS

Canada.

Mr. J. Bruce Walker, Commissioner of Immigration, Winnipeg.—*See* answer to Question 12.

Mr. W. R. Bowder, of the New Brunswick Government Office.—If of working age large families, but if very young children small families in the majority of cases.

Mr. J. Howard, Agent-General for Nova Scotia.—No, the larger the family the better for the Province.

Lt.-Col. P. Pelletier, Agent-General for Quebec.—No difference (*see*, however, answer to Question 12).

Lt.-Col. R. Reid, Agent-General for Ontario.—*See* answer to Question 12.

Australia.

Major-General Sir Newton Moore, K.C.M.G., Agent-General for Western Australia.—*See* answer to Question 12.

QUESTION XIV.

Can arrangements be made for the support of the wives and children of ex-service men whilst the men are being trained at Government training farms or working on other farms?

ANSWERS.

Canada.

Mr. J. Bruce Walker, Commissioner of Immigration, Winnipeg.—Yes. (I am speaking now of supporting the wives and children of ex-service men who are working on other farms.)

Mr. W. R. Bowder, of the New Brunswick Government Office.—Women and children would be able to find employment if their husbands were at work for farmers. I can't say what facilities there will be for wives and children on the special settlements.

Mr. J. Howard, Agent-General for Nova Scotia.—I have no advice from the Government on this point, and should have to refer it to the Premier.

Lt.-Col. P. Pelletier, Agent-General for Quebec.—I can't answer.

Lt.-Col. R. Reid, Agent-General for Ontario.—For the men who are to be trained on the Government farm it is contemplated by the Government that they will proceed to Ontario first and arrangements would be made for their families to follow as soon as houses could be built. Arrangements for the immediate construction of houses are now being made. In the case of men working on other farms, it will be possible in the majority of cases for the wives and children to proceed with the men, as housing accommodation will be available, and the wives' services, and in some cases the children's will be remunerated. In the newer settlements men are employed for the summer season only, and either the high wages they then obtain will enable them to keep going through the winter, or they can sometimes obtain winter work elsewhere. In such cases single men are preferable. In the older settlements, however, men are engaged by the year, and for those places married men are better for reasons already stated.

Australia.

Major-General Sir Newton Moore, K.C.M.G., Agent-General for Western Australia.—As to this I cannot answer.

Mr. Frederick Young, Agent-General for South Australia.—*See* answer to Question 12.

Sir John McCall, M.D., Agent-General for Tasmania.—I do not think that men with small families would be more welcome than those with large.

Sir Peter McBride, Agent-General for Victoria.—*See* answer to Question 12.

Mr. C. G. Wade, Agent-General for New South Wales.—Once a man is established in his holding, the larger his family is the more help it is to himself.

Major Sir T. B. Robinson, K.C.M.G., Agent-General for Queensland.—It all depends on circumstances. A large family of small children is an encumbrance; but in a large family there are usually several of working age, for whom there is always a demand in Queensland.

South Africa.

The Right Honble. W. P. Schreiner, C.M.G., High Commissioner for the Union of South Africa.—*See* answer to Question 12, above.

Mr. P. Lyttelton Gell, British South Africa Company.—No.

Mr. Frederick Young, Agent-General for South Australia.—*See* answer to Question 12.

Sir John McCall, M.D., Agent-General for Tasmania.—I do not think that the Government of Tasmania would undertake any pecuniary liability as to this, or that it ought to be asked to do so. I consider that it performs its duty by taking care of its own soldiers, and that all the cost as to men belonging to the Imperial Forces should be borne by the Imperial Government. If the Imperial Government cannot find employment for them at home, it should pay the cost of sending them to, and starting them in, some other part of the Empire.

Sir Peter McBride, Agent-General for Victoria.—No. (*See* answer to Question 12.)

Mr. C. G. Wade, Agent-General for New South Wales.—I do not think so. In fact, my opinion is that, except in special cases where husband and wife are suitable and willing to take a "married couple's" position on a farm, it is not advisable for women to accompany their husbands, unless they have sufficient capital to cover the cost of maintenance for a reasonable period. Wives should, as a rule, remain behind until their husbands have made a satisfactory settlement (that is, for six months at the very least) and then be nominated by them. Where there are children, that is particularly desirable. When nominations are made by the agriculturists, the passage money rates are very low; prior to the war they were for wives, £6; and for children under 12, £3. The nomination system has been largely availed of and been very successful.

Major Sir T. B. Robinson, K.C.M.G., Agent-General for Queensland.—That is a difficult question to answer generally. So much would depend upon the age and composition of the families. Each case would have to be considered on its merits.

South Africa.

The Right Honble. W. P. Schreiner, C.M.G., High Commissioner for the Union of South Africa.—*See* answer to Question 12, above.

Mr. P. Lyttelton Gell, British South Africa Company.—Arrangements could be made, but only at considerable cost. It would be better that the wives and children should remain at home during the training period.

QUESTION XV.

Is there in your State any demand for—

- (a) the widows, and
(b) the orphans,

of ex-service men from the United Kingdom and other parts of the Empire—*e.g.*, boys and girls between the ages of 5 and 15?

If so, how would they be dealt with on arrival and afterwards?

ANSWERS.

Canada.

Mr. J. Bruce Walker, Commissioner of Immigration, Winnipeg.—(a) There is an unlimited demand for widows and spinsters up to the age of 40 or 45 years for domestic service; wages are high, and situations can be found either in towns or in the country. But special schemes for the immigration of soldiers' widows are not regarded with favour in certain parts of the Dominion.

(b) As to children—whether boys or girls—I am authorized to say that Canada has made excellent arrangements for their supervision. After the war, Canada can absorb about 10,000 in the first year, and the same number in the second. Although the care of girls involves more difficulty than the care of boys, it would be immaterial which sex predominated.

Dr. Barnardo's agency, the Waifs and Strays, the Quarrier's Homes, and other organisations of the same sort have emigrated very many boys and girls with great success. Of course there have been some failures, but I doubt whether they have been more than 1 per cent; whenever one goes wrong, a fuss is made, but nothing is said about the large number who go straight. But though many have come, the demand has always exceeded the supply. We want *young* children, who can be placed with foster parents who will take care of them in childhood, and then be obliged to pay them wages when they come to a wage-earning age. No objection is made on the ground that such adolescent labour leads to sweating.

Mr. W. R. Bowder, of the New Brunswick Government Office.—Only for women and children suited for domestic service.

Mr. J. Howard, Agent-General for Nova Scotia.—(a) Widows, if capable and prepared to undertake domestic work and assist on a farm, could be placed in suitable positions.

(b) A limited number of orphans of ex-service men could no doubt be accommodated at the Middlemore Home, Fairview, Halifax County, in Nova Scotia, which takes charge of the children on arrival, and finds homes for them, where they are under careful supervision of the officials of the institution.

Lt.-Col. P. Pelletier, Agent-General for Quebec.—Not that I know of. Before the war there was no great difference between the numbers of males and females in the Province of Quebec. There is in the city of Sherbrooke a Home which takes charge of orphan boys coming from England.

Lt.-Col. R. Reid, Agent-General for Ontario.—(a) Yes, but only if they are prepared to take up domestic work.

(b) The Children's Emigration Societies, such as Dr. Barnardo's Homes, have, for many years, been engaged in sending children to Ontario, with good results. The orphans of ex-service men could be provided for in a similar way. There is a demand for them on the farms of Ontario. They could be dealt with through the Children's Aid Societies. There are 11 Distribution Homes in Ontario for juvenile emigration, and in 1914 the number of children received in five of these Homes was 348, and 2,416 applications were received from farmers and others for children. It will be seen, therefore, that there is a good demand. It will probably be found desirable to establish separate homes for the reception of the orphans of soldiers. As instancing the care taken by the Government in connection with juvenile emigration, these

children are visited by officials during the year, and every precaution is taken to see they are properly treated.

Australia.

Major-General Sir Newton Moore, K.C.M.G., Agent-General for Western Australia.—So far we have never encouraged widows or very young settlers, 18 being our minimum age unless they are members of a family. Three parties of boys have been sent out and have been placed satisfactorily; but the question of sending out young girls presents some difficulties.

Mr. Frederick Young, Agent-General for South Australia.—(a) For some time there is likely to be a fair demand for women emigrants as domestic servants, and also for school teachers. The general servant is the one mostly required.

(b) I think that satisfactory emigration of boy orphans of ex-service men can be arranged, and there is in existence a statute, which I had the pleasure of introducing into Parliament, which places immigrant boys under the care and guardianship of the State, and under conditions which offer the fullest protection to the boy, and aim to secure thriftiness on his part, so that he may save money and be able to take up a block of land quite early in his life. Apart from the small amount of pocket money, his wages are paid to the Government, who keep a sort of banking account for the boy whose deposits earn interest. The Act covers boy emigrants between the ages of 14 and 18 and, under the scheme, it is quite possible for any reasonable boy at the age of 21 to have a banking account amounting to about £150. Experience under the Act was cut short by the war, but, so far as it went, proved very satisfactory.

Sir John McCall, M.D., Agent-General for Tasmania.—(a) The widows of soldiers, if suitable, could find employment in domestic service like other women.

(b) There is a demand for boys and girls over school age; but there is no custom in Tasmania of providing for juvenile immigration as there is in Canada.

Sir Peter McBride, Agent-General for Victoria.—(a) Up to the present there has been no demand, but it is anticipated that a limited number of widows with one child, if domesticated and willing to accept country positions, would be welcome.

(b) Whilst it is probable that a number of children over 12 could be satisfactorily placed, it will be necessary to obtain a special report from the Government before making any pronouncement on the subject.

Mr. C. G. Wade, Agent-General for New South Wales.—Yes, if willing to undertake domestic service, for which there is a great demand. Before the war many widows, each with one child, were satisfactorily placed by the New South Wales Immigration Department. As to orphans, I cannot speak definitely; but perhaps some children over 12 could be placed with advantage. I think there might be objection made to a large number coming.

Major Sir T. B. Robinson, K.C.M.G., Agent-General for Queensland.—(a) There will be openings for widows, without children, in domestic service. Also, as stated in answer to Question 2, some of the widows of ex-service men will be eligible to select land.

(b) There is no demand for children under 15. The lads to whom reference was made in the answer to Question 11 are all above that age.

South Africa.

The Right Honble. W. P. Schreiner, C.M.G., High Commissioner for the Union of South Africa.—See answer to Question 12, above.

Mr. P. Lyttelton Gell, British South Africa Company.—No.

QUESTION XVI.

Do you think that openings can be found in your State for women immigrants other than the wives and daughters of ex-service men; *e.g.*, for those who have been working during the war as nurses, or at munitions, or have been filling temporary vacancies on farms in the United Kingdom; or for qualified teachers who have taken up war work?

ANSWERS.

Canada.

Mr. J. Bruce Walker, Commissioner of Immigration, Winnipeg.—There are no openings for any except for domestic servants. As to them, *see* answer to Question 15.

Mr. W. R. Bowder, of the New Brunswick Government Office.—The only good openings for women are for housework.

Mr. J. Howard, Agent-General for Nova Scotia.—Women immigrants, if domesticated and willing to take positions as general servants, or assist on a farm, could be satisfactorily settled in situations, there being a good demand for this class of worker. By an arrangement with prospective employers the ocean fares can be advanced for approved domestic applicants, such advance to be repaid by instalments from their wages. And in our well-settled country domestic service is not so arduous as in the newer parts of the world. I could not say for how many such women vacancies could be found at once, but I think we could commence with 50.

But with regard to openings for women other than domestic farm service I could not speak with any confidence. Before any steps are taken, even in the way of advising such women to come out, I think it would be well to ask the opinion of the Nova Scotia Government.

Lt.-Col. P. Pelletier, Agent-General for Quebec.—There are very few openings except for domestic servants. A few nurses and teachers may be wanted in the townships. There would be no vacancies for ex-munition workers.

Lt.-Col. R. Reid, Agent-General for Ontario.—Nurses: Very few openings; and it is estimated that the large number of Ontario women who have become trained nurses during the war will be adequate.

Munition workers: Could be found positions in factories, but in limited numbers.

Women farm workers: Generally speaking few openings, but scope for competent dairy workers.

Teachers: The local supply is adequate.

QUESTION XVII.

What do you estimate would be the cost per head of the transport of ex-service men, their wives and families, from the United Kingdom to your State? By whom, in your opinion, should such cost be paid?

ANSWERS.

Canada.

Mr. J. Bruce Walker, Commissioner of Immigration, Winnipeg.—To Winnipeg, \$50 second class; and less than that steerage.

Of course the Imperial Government may pay the passages if it desires to do so, but my experience is that the cost had better be borne by the man himself. A man who will do so thereby gives evidence that he is a thrifty man who will succeed as a settler. I have not heard of any proposal for the transport of ex-service men being paid for by the Dominion Government, either wholly or in part.

Mr. W. R. Bowder, of the New Brunswick Government Office.—To St. John (third class) £7 10s. per adult.

The immigrant, as a rule, should pay the cost.

Australia.

Major-General Sir Newton Moore, K.C.M.G., Agent-General for Western Australia.—Our policy in the past has been to encourage the immigration of domestic servants only. As to any further answer to the question, I can only say that it is a matter to which consideration might be given by the Government when matters have more or less resumed their normal condition, but not until then.

Mr. Frederick Young, Agent-General for South Australia.—*See* answer to Question 15 (a).

Sir John McCall, M.D., Agent-General for Tasmania.—*See* my answer to Question 15 (a). There are openings for domestic servants, but I cannot say that there are any others.

Sir Peter McBride, Agent-General for Victoria.—Only experienced domestics are required in Victoria. Some months ago the question of "after the war" emigration of women engaged in agricultural work in the United Kingdom was brought under the notice of the Government, but the reply received was adverse.

Mr. C. G. Wade, Agent-General for New South Wales.—At present only experienced domestic servants are required in New South Wales. Many women now engaged in clerical work will be displaced at the end of the war. They would scarcely welcome any who would increase the competition.

Major Sir T. B. Robinson, K.C.M.G., Agent-General for Queensland.—So far as I can state at present the only women, other than the wives and daughters of ex-service men, that could be absorbed are those suitable for domestic service.

South Africa.

The Right Honble. W. P. Schreiner, C.M.G., High Commissioner for the Union of South Africa.—*See* answer to Question 12, above.

Mr. P. Lyttelton Gell, British South Africa Company.—There is a steady demand for women, not only for domestic service, but for educated women to work as clerks, teachers, governesses, lady-helps, &c. But women should not be sent out without secured positions to go to. The trained nurses sent out to the hospitals in Rhodesia have formed a most valuable addition to the white population of the territory. They make admirable settlers' wives. The V.A.D. workers, and the women war-workers in gardens and farms should supply most useful settlers in Rhodesia and elsewhere after the War.

Mr. J. Howard, Agent-General for Nova Scotia.—The cost of the transport of adults from England to Nova Scotia would, at the present third-class rate of ocean fares (£7 5s.), be about £9. This cost should, in my opinion, be borne by the Imperial Government.

Lt.-Col. P. Pelletier, Agent-General for Quebec.—About £10 was the average cost per adult before the war. In my opinion the cost should be paid by the emigrant or some society. The Quebec Government found it, as a matter of policy, disadvantageous to pay passages. The persons assisted too often went off at once to the Western Provinces.

Lt.-Col. R. Reid, Agent-General for Ontario.—I do not know if special arrangements are contemplated by the British Government for the transport of ex-service men and their families. The pre-war rate from London to Toronto was—

Adults:		£	s.	d.
Third class minimum	...	7	15	8
Second class minimum	...	11	15	8
Children:				
Between 1 and 12 on steamer (third class)	...	3	0	0
On rail up to 5	...			Free
On rail from 5 to 12 (third class)	...	0	17	10
Steamer (second class)	...	5	0	0
Rail (second class)	...	0	17	10

I think this is a matter for arrangement between the Imperial and Ontario Governments, but, on the whole, men who pay their own passages make the best settlers.

For some years the Ontario Government has advanced loans to agricultural labourers and domestic servants. The maximum amount was £4, repayable in instalments. This arrangement might be extended. 92 per cent. of the sums advanced were collected.

Australia.

Major-General Sir Newton Moore, K.C.M.G., Agent-General for Western Australia.—The cheapest passages in former times cost £14; what the cost per head of the transport of ex-service men in the future will be, I cannot say. As to the payment, that is purely a matter of policy; but, personally, I think that, if the settlers are granted land at a nominal cost, with financial assistance, by the Government of Western Australia, the cost of the passage should be defrayed by the Imperial Government.

Mr. Frederick Young, Agent-General for South Australia.—Before the war, the cost of transporting emigrants was £14 per head under contract. This may be somewhat increased after the war. For that amount emigrants used to pay up to £7 according to whether the emigrant was a man, woman, or child, the rate for women and children being considerably lower. I am of opinion that some such assistance would be continued and that it ought to be uniform throughout the States. Probably further assistance would be required, and this should, I think, come from the Imperial Government as the scheme is something more than an emigration scheme, being rather an Imperial demobilisation scheme.

Sir John McCall, M.D., Agent-General for Tasmania.—The cost per head of the transport of ex-service men with their wives and families from the United Kingdom to the Australian States would probably be about £14 per head; but, of course, it would be impossible to say with certainty what the conditions will be after the war.

I think that the cost should be defrayed by the Imperial Government for the reason I have given in my answer to Question 14.

Sir Peter McBride, Agent-General for Victoria.—At present £14 per adult is paid to the shipping companies. The Victorian Government has decided to grant assisted passages at the £8 rate to ex-service men who are considered suitable for agricultural work, such amount to be paid in full prior to embarkation.

Mr. C. G. Wade, Agent-General for New South Wales.—For some years past, the shipping companies have conveyed assisted and nominated immigrants from London to Sydney for £11 per adult (open berth accommodation) as against £19, the amount payable by ordinary passengers. The New South Wales Government have not yet decided to regard inexperienced ex-service men as assisted passengers. It is certainly preferable that the passage money be paid by the emigrant. If he is unable to do so, then so far as the emigrants are ex-service soldiers, the cost of their transport should be borne by the British Government.

Major Sir T. B. Robinson, K.C.M.G., Agent-General for Queensland.—The cost of transport from the United Kingdom to Queensland before the war was £11 per adult.

As to the question of who should pay the cost, the position of things is as follows: The people of Queensland generally favour an immigration policy; the public spirit which they have shown in taxing themselves for the purpose proves this. But the immigration of ex-service men will probably be on such a large scale that it would be unreasonable to call on the people there to pay for it; and, besides, it is not to be regarded as a scheme devised for the benefit of the State of Queensland, but as a matter of Imperial necessity. For these reasons it should be wholly or mainly borne by the Imperial Government.

South Africa.

The Right Honble. W. P. Schreiner, C.M.G., High Commissioner for the Union of South Africa.—It is difficult to say, in the present disturbed conditions and shortage of shipping.

Mr. P. Lyttelton Gell, British South Africa Company.—The minimum second-class fares from England to Rhodesia for new settlers are:—

	£	s.	d.	to	£	s.	d.
Viâ Cape Town ranges from	23	10	0		30	0	0
Viâ Beira	26	0	0	„	34	0	0
Third Class:							
Viâ Cape Town	11	0	0	„	18	0	0
Viâ Beira	13	0	0	„	20	10	0

per adult. Children 1/16th of the above fares for each year of their age. Failing financial assistance from His Majesty's Government, or some other outside source, the cost would have to be paid by the ex-service men themselves.

QUESTION XVIII

Can special arrangements be made, and, if so, what, for the reception of ex-service men, their wives and families, on their arrival in your State?

ANSWERS.

Canada.

Mr. J. Bruce Walker, Commissioner of Immigration, Winnipeg.—Excellent arrangements for the reception of immigrants are already in existence in all parts of Canada, from the Atlantic to the Pacific. There are Homes provided by the Dominion Government which are well appointed and are regularly inspected. The immigrants can stay in these until they obtain employment (provided of course that it is seen that they are really looking out for it). The Winnipeg Home, for instance, has accommodation for 1,000 persons. All such facilities would be open to ex-service men.

I should here mention that at present there is a medical examination of all immigrants on their arrival in Canada. The reason for this is that the Dominion Government is of opinion that the examination conducted by the Board of Trade before emigrants leave England is not sufficiently searching. I suggest that an arrangement should be made between the Home and the Dominion Governments for a thorough medical examination being made in the case of ex-service men before embarkation, so that the necessity for a further examination may be avoided.

I am also of opinion that the entire examination as to the fitness in all respects of ex-service men and their wives and families who intend to go to Canada should, by arrangements between the two Governments, be made before embarkation.

Mr. W. R. Bowder, of the New Brunswick Government Office.—Immigration halls are available, if necessary, but most immigrants get placed on the day of arrival. I should like to see ex-service men from the United Kingdom for the special New Brunswick settlements, recommended by the Agent-General in London to the Advisory Committee in New Brunswick, so that the men may be sure of getting a place in the settlements on arrival.

Mr. J. Howard, Agent-General for Nova Scotia.—The Industries and Immigration Department at Halifax arrange to meet immigrants on arrival and supervise them until they are suitably placed; there are hostels at Halifax for women and shelters for men. In many cases situations have been found for them before their arrival. But it must be remembered that there should be no indiscriminate immigration into Nova Scotia; it is already the most thickly populated part of the Dominion, except Prince Edward Island, and therefore not so capable as other parts of quick absorption without temporary congestion. It is, therefore, advisable to make in advance arrangements for new settlers to be placed immediately on arrival. This the Department in question is prepared to undertake.

Lt.-Col. P. Pelletier, Agent-General for Quebec.—The Immigration Officers at Quebec or Montreal will receive them.

Lt.-Col. R. Reid, Agent-General for Ontario.—Yes, adequate arrangements will be made. The Ontario Government has special arrangements for finding employment for farm labourers and domestic servants. Help is also to be expected from private societies.

Australia.

Major-General Sir Newton Moore, K.C.M.G., Agent-General for Western Australia.—In former times we had Immigrants' Homes, where those newly arrived were maintained for 3 days free of cost. With reference to the women, the matron of the Home befriended them, assisted them to get situations, and, when possible, kept in touch with them afterwards. Of course all this is now in abeyance, but the system will probably be revived after the war.

Mr. Frederick Young, Agent-General for South Australia.—Satisfactory arrangements could easily be made.

Sir John McCall, M.D., Agent-General for Tasmania.—There are no special arrangements in existence at present; as for some time previous to the war immigration was on the nominated system, and immigrants had their own friends to go to. And, of course, during the war immigration has been in abeyance. But the building, which was used as an immigrants' home in former years, is still available, and I hope that arrangements will be made in due time for the reception of ex-service men with their

wives and families on their arrival in the State. I am writing to my Government on the subject.

Sir Peter McBride, Agent-General for Victoria.—All ex-service men approved in the United Kingdom will be met on arrival in Victoria and placed in employment.

Mr. C. G. Wade, Agent-General for New South Wales.—All ex-service men who have been approved in the United Kingdom could be met on arrival in New South Wales and placed in employment.

Major Sir T. B. Robinson, K.C.M.G., Agent-General for Queensland.—At each of the principal ports of Queensland immigration depôts were established under the control of an Immigration Agent, where immigrants were received and maintained for a reasonable time until settled. Immigration being in abeyance during the war, the depôts are now closed; but they can, and no doubt will, be reopened when the war is over.

South Africa.

The Right Honble. W. P. Schreiner, C.M.G., High Commissioner for the Union of South Africa.—The Governor-General's Fund will, it is believed, arrange for the reception of returned South the reception of settlers by the Company's representing answers, there is not likely to be much scope for others.

Mr. P. Lyttelton Gell, British South Africa Company.—Arrangements could easily be made for the reception of settlers by the Company's representatives at Cape Town, and by its officers at Bulawayo or Salisbury in Rhodesia.

QUESTION XIX.

What, in your opinion, should be the relation of the Central Executive Committee on which the Empire Settlement Committee is asked to advise—

- (a) to a Central Emigration Authority, if constituted as proposed in Chap. VIII. of the Final Report of the Dominions Royal Commission;
- (b) to the general machinery in the United Kingdom for finding employment for ex-service men on demobilisation;
- (c) to the immigration machinery of the Oversea Governments and their existing agencies for dealing with discharged soldiers.

ANSWERS.

Canada.

Mr. J. Bruce Walker, Commissioner of Immigration, Winnipeg.—(a) I have read the recommendations on this point given in Chap. VIII. of the Final Report of the Dominions Royal Commission, and I agree with them all—on the understanding that they do not mean that difficulties should ever be put in the way of British subjects who wish to go from one part of the Empire to another, and with the reservation that I doubt whether restrictions as to men going to foreign countries would be of practical use, as they could not be enforced. I consider that the right way to prevent men from doing so is to offer them better inducements within the Empire. I think that the Central Organisation in England should have theory subordinated to practical knowledge; that it should be an extension of the Emigrants' Information Office, with representation of the Colonial Office, the Board of Trade, and the Ministry of Labour, who would represent the Home Government; also a large representation of the Oversea Governments. I am strongly in favour of the idea that all passage brokers and passage brokers' agents should be under the direct control of the Government by a form of licensing or otherwise. I think that the present Committee might be absorbed by such a body as I have just described.

(b) Speaking as a Canadian representative, it would be hardly fair for me to offer an opinion on this point at the present time.

(c) I think that the immigration machinery of the Oversea Governments should go on as at present.

Mr. W. R. Bowder, of the New Brunswick Government Office.—The question is one of policy and I would rather not express an opinion.

Mr. J. Howard, Agent-General for Nova Scotia.—As the matter is one of policy I should prefer to give no decided opinion on the proposals in Chap. VIII. of the Final Report of the Dominions Royal Commission. I am of opinion that passage brokers' agents should be made responsible to the Government, just as passage brokers now are, but I should not be in favour of restricting their operations too much, as the Government looks to them largely for its supply of immigrants.

Lt.-Col. P. Pelletier, Agent-General for Quebec.—I am not prepared to express an opinion on the recommendations in Chap. VIII. of the Final Report of the Dominions Royal Commission. Any Central Authority should communicate with the Ministry of Colonization, Province of Quebec, Quebec.

Lt.-Col. R. Reid, Agent-General for Ontario.—I agree in the opinions expressed by Mr. Bruce Walker. There should be a large representation of the Dominions on any Central Emigration Authority.

Australia.

Major-General Sir Newton Moore, K.C.M.G., Agent-General for Western Australia.—(The witness did not answer this question.)

Mr. Frederick Young, Agent-General for South Australia.—There are, no doubt, many useful functions which the Central Executive Committee can fulfil, but I venture to say that the emigrants will have to filter through the hands of those who manage the emigration affairs of the Australian Governments in London. They have the specific information, are able to give suitable advice, and are best able to determine whether the particular individual is such a one as can be absorbed into a new community to its, and his, advantage.

Sir John McCall, M.D., Agent-General for Tasmania.—With reference to this question I should like to say that I have no objection to a Central Imperial Authority being established for all the purposes intended in the Dominions Royal Commissioners' Report, but at the same time I am satisfied that the names of all proposed emigrants to the States of Australia should be submitted to the representatives of the States for approval. Probably the Canadian and New Zealand representatives would take the

same view which I hold is held by the Australian representatives.

Sir Peter McBride, Agent-General for Victoria.—(a), (b), (c) The relation of the Central Executive Committee should be that of a Consultative Board, whilst that of the proposed Central Emigration Authority should be that of a clearing house.

Mr. C. G. Wade, Agent-General for New South Wales.—I believe in one central body for the purpose of:—

- (1) Controlling, or, in appropriate cases, absorbing private emigration societies.
- (2) Regulating and licensing all passage brokers and passage brokers' agents.
(These two causes have been productive of much friction in the past in New South Wales.)
- (3) To improve generally shipping facilities.
- (4) Establishing a uniform system of publicity.

The function of this Committee would be preliminary to the practical work of selecting emigrants. It would serve the purpose of popularising emigration and co-ordinating the machinery. I refer to "popularising" emigration because I assume that the basis on which we are working is that there will be a number of men after the war who will wish to go abroad from the United Kingdom, and that our business is to direct them elsewhere within the Empire.

Constitution of the Committee.

1. Generally an expansion of the Central Emigration Authority.

2. Representation on the Committee of:—

- (a) Private emigration societies.
- (b) Board of Trade.
- (c) Representatives of those portions of the Dominions that are interested in immigration.

The work of practical immigration should be kept distinct. Canada and Australia are in competition.

Several of the Australian States are in competition amongst themselves. Four States offer wheat-growing, two or three apple culture, all want domestic servants. According to urgency of position, each State offers special inducements in respect of capital, finance, passage money, or land.

At one time it was thought the Commonwealth could and should control the whole of immigration. It was found to be impracticable, each State claiming a free hand and declining to be bound by the decision of an outside body as to methods of fulfilling a matter of State policy. Nowadays the Commonwealth operations are confined chiefly to the general work of publicity. Each State is uncontrolled in the matter of securing emigrants.

Major Sir T. B. Robinson, K.C.M.G., Agent-General for Queensland.—I think that the establishment of such a body would be beneficial. I suggest that it should contain a certain number of Imperial members, but that the majority of the Board should be composed of representatives of the Dominions. The Imperial members would deal with the broad principles of policy, as to which no doubt the others would be led by them; but it is so important that such a body should be in close touch with Colonial opinion that it would be necessary to have a large number of members connected with the Oversea Dominions.

South Africa.

The Right Honble. W. P. Schreiner, C.M.G., High Commissioner for the Union of South Africa.—My opinion is that the Dominions should certainly be represented on the Committee.

Mr. P. Lyttelton Gell, British South Africa Company.—My own opinion is that the Oversea Dominions as well as the Mother Country must be strongly represented on any Committee.

APPENDIX IV.

List of British Steamship Companies carrying Passengers from Great Britain to the Oversea Dominions (*see* paragraph 112).

Dominion.	Line.	Head Office.
Canada	Canadian Pacific and Allan Lines.	Canadian Pacific Ocean Services, Ltd., 8, Waterloo Place, Pall Mall, London, S.W.
	Cunard Line	Water Street, Liverpool.
	White Star-Dominion	30, James Street, Liverpool.
Australia (via Suez)	Peninsular & Oriental S.N. Co.	122, Leadenhall Street, London, E.C.
	Orient Line	Anderson, Anderson & Co., 5, Fenchurch Avenue, London, E.C.
Australia (via Cape) ...	Blue Funnel Line	A. Holt & Co., India Buildings, Liverpool.
	White Star Line	30, James Street, Liverpool.
	Shaw, Savill & Albion Co., Ltd.	34, Leadenhall Street, London, E.C.
	Aberdeen Line	Geo. Thompson & Co., 7, Billiter Street, London, E.C.
	Peninsular & Oriental Branch Service	32, Lime Street, London, E.C.
New Zealand (via Suez) ...	Peninsular & Oriental S.N. Co.	122, Leadenhall Street, London, E.C.
New Zealand (via Cape) ...	Shaw, Savill & Albion Co., Ltd.	34, Leadenhall Street, London, E.C.
	Federal & Shire Lines... ..	2, Fenchurch Avenue, London, E.C.
New Zealand (via Panama)	New Zealand Shipping Co. ...	138, Leadenhall Street, London, E.C.
Union of South Africa ...	Union-Castle Line	3, Fenchurch Street, London, E.C.
	Natal Direct Line	Bullard, King & Co., 14, St. Mary Axe, London, E.C.
	Harrison-Rennie Line... ..	T. & J. Harrison, Billiter Street, London, E.C.
	Ellerman & Bucknall S.S. Lines	5 & 6, Billiter Avenue, London, E.C.
Newfoundland	Allan Line	Canadian Pacific Ocean Services, Ltd., 8, Waterloo Place, Pall Mall, London, S.W.

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