

Canada and the Discharged Service Man

By ROBERT ENGLAND

THE primary task of post-war reconstruction is to ensure the orderly return to civil life of those who have been members of the armed forces. In Canada this problem of re-establishment has been under consideration by Cabinet and inter-departmental committees since the outbreak of war. The main outlines of programme of civil re-establishment have thus been traced, and it is useful at this stage of the war to recapitulate the various measures adopted by the Dominion Government to assist the rehabilitation of men and women discharged from the forces. During the course of the war discharges are usually related to physical incapacity to carry on in the service, so that in respect of the seriously wounded or those incapacitated by sickness or disease the first question is that relating to medical or surgical care and remedial treatment.

Physical rehabilitation occupies the first place in point of timing and of importance in the return to civil life. Since the Great War the Department of Pensions and National Health has had unique opportunity to build up organized hospital and medical services to treat ex-soldiers, and since 1939 these services have been greatly expanded to ensure that adequate medical and surgical aid including electro-physio- and occupational therapy, prosthesis, and functional training are readily available. It is essential that medical treatment goes as far as possible short of unproductive expenditure on irremediable cases. Treatment starts when the invalided service man is in service, but when it is clear that he cannot continue to serve, he or she is given a medical board and discharge proceedings are started if the board

decides that discharge is necessary. All the documents relating to the discharged person are brought together, and the medical findings and report and full data are supplied to the Canadian Pension Commission for study of entitlement to pension claim.

The ex-service man on discharge receives the following from the Department of National Defence through his service officers:

1. Clothing allowance of \$65.00.
2. Rehabilitation grant equivalent to one month's (30 days) pay and allowances if the service has exceeded 183 days.
3. Arrears of pay, and in case of those who have served overseas, accumulated deferred pay.
4. Transportation to point of enlistment or place of bona fide residence.
5. Discharge certificate containing record of service and a war service badge.

Medical Treatment, Hospitalization and Physical Reconditioning

1. Treatment and hospitalization are provided for *all* discharged personnel for any condition, if needed, within one year following discharge. Special hospital allowances for ex-service men and their dependents may be paid within eighteen months from discharge for a period equal to the period of service or for one year, whichever is the shorter. The rates are similar to those paid under the Post-Discharge Re-establishment Order.

2. Otherwise, treatment and hospitalization are provided for the pensioned cases in respect of their disabilities throughout their lives. If hospitalization is in respect of disability for which pension was awarded, the hospital allowances are based on one hundred per cent pension rates, but there are restrictions on the payment of allowances where treatment

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1. Used in this article to cover service women as well.

is in respect of non-pensionable conditions. Allowances take into account hospital maintenance in the case of single men. Every effort is made to treat to conclusion the ex-service man's illness or his disabling condition. Convalescent, reconditioning and neurological centres are being established by the Department of Pensions and National Health to carry on physical reconditioning beyond the hospital patient stage, whilst orthopedic centres give attention to the proper fitting of and instructions in the use of artificial limbs, apparatus, and appliances, functional training and the use of corrective exercises to effect physical re-adaptation in cases of missing limbs or functions. The Canadian National Institute for the Blind co-operates with the Department of Pensions and National Health in the rehabilitation of blinded ex-service men.

Compensation

Pensions may be paid in cases of disability. Service overseas confers the right to be pensioned for a disability due to any injury or disease (excepting that due to misconduct) incurred during military service. Where the service has been in Canada, only the disability for which entitlement is conceded must be due to injury or disease *arising out of or connected with military service.*

Pensions vary according to the degree of disability and to the rank held by the

pensioner at the time the injury or disease occurred, during service. The maximum yearly payments to all ranks below Lieutenant (Navy), Captain (Army), and Flight Lieutenant (Air Force) and to dependents are:

Man	\$900
Wife	300
First child	180
Second child	144
Each subsequent child	120

The rate for service women is lower than that for service men, corresponding to lower rate of pay.

Pensions' Advocates are available in all Departmental offices to assist ex-service personnel to present their claims to the Canadian Pension Commission, which is a statutory body set up by law with full authority to administer the Act.

Rehabilitation

The next stage is the economic rehabilitation of those discharged during or after hostilities. Here there are clearly different emergencies confronting those discharged. This part of the programme is that which will concern most the demobilized service men since they will be discharged not on account of physical disability but rather on account of their services being no longer required. They will be physically fit and will wish to return to civil life as quickly as possible. The main groups will tend to become categorized as follows:

	GROUPING	Approximate Distribution (Sample Survey)
Reinstatement...	(a) Previously employed to be reinstated.	30%
	(b) Agriculturists to be reinstated.	18%
	(c) Those returning to private business or professional practice.	8%
Training Education Retraining	(d) Needing vocational training.	Over 25% wish trade training. 17% (junior matriculants or over).
	(e) Resuming interrupted education or those who would profit by higher education.	
	(f) Disabled requiring retraining or sheltered employment (amputees, blinded, etc.)	?%
Employment	(g) Unskilled labour relatively untrainable.	Undetermined.
	(h) Skilled labour: skill acquired prior to or during service and further training unnecessary.	Many here included in those who desire training. Undetermined as yet.

It may be convenient, therefore, to deal with the measures adopted somewhat in the above order.

Reinstatement—Those able to return to full-time work and opportunity and who require *reinstatement* rather than any form of retarded demobilization divided mainly into three groups—the previously employed, those returning to rural pursuit, and those re-entering a profession or their own business. It will be seen that the sample survey based on questionnaires filled out by members of the forces shows that over half the total force to be demobilized will fall in this group.

(a) There is a large group who were employed on enlistment, young men who left their jobs to serve, and they constitute indeed the largest group, despite an all too common assumption that our armed forces are made up of the young men who “rode the rails” in the early thirties. Those who were unemployed are in the minority. The present armed forces demand high physical standards: men who were unemployed in 1931 and were say eighteen years of age then are now over thirty and a glance at Air Force personnel shows how young and competent they are.

The Reinstatement in Civil Employment Act, 1942 (6 Geo. VI, 1942, C. 31) confirms the statutory right of the ex-service man to his old pre-enlistment job, if he wants it, and if the employer is still in business. The discharged man must apply for his old job within three months after his discharge from service or from hospital treatment following discharge in Canada.

(b) Another important category is that of those who left farms to enlist, and in respect of this group there has been passed The Veterans' Land Act, 1942. Here the type of emergency confronting the demobilized man is such as to involve State aid, if he is to become self-reliant, and to make up for the years when he would have been establishing himself. The Act covers discharged men who have served overseas, or have served for twelve months in Canada or are in receipt of

a pension following discharge. The types of enterprise aided are:

1. *Full-time farming.* Aid will be given qualified ex-service men who have had agricultural experience and who are able to undertake the responsibility of full-time farming. The Act as amended by P.C. 7990 (14th October, 1943) gives the Director power to assist the settler by purchase for him of land and buildings up to a maximum of \$4800 and of stock and farm equipment up to \$1200. The qualified ex-service man must make a down payment of ten per cent of cost of land and buildings, and he may acquire a property whose cost is in excess of ceiling, by payment of additional funds necessary beyond the maxima. The ex-service man then enters into a contract to pay to the Dominion Government two-thirds of the cost of land and buildings, and this sum is amortized over twenty-five years at $3\frac{1}{2}$ per cent per annum. In no case, therefore, will annual instalments under the contract exceed \$145. The set-up, therefore, for an ex-service man qualifying for full aid on a property priced at the maximum would appear as follows:

Cost of land and buildings.....	\$4,800
Cost of livestock and equipment.....	1,200
	\$6,000

Sale price to ex-service man:

Down payment of \$480 (= 1/10 of \$4,800).
plus \$3,200 (= 2/3 of \$4,800) repayable at
 $3\frac{1}{2}$ % interest per annum.

(Share of costs paid by Dominion Government in this case will be \$2,320.)

2. *Small holding settlement close to employment opportunity*—An employed service man may acquire a small holding—a small acreage and home outside town or city within reach of his employment. The disabled service man with a pension may find this a useful aid in re-establishment. It is felt that it will not be necessary to make the livestock grant as large in these cases and the cost of land and buildings will be less than the maximum required by those engaging

in full-time farming. The method of financing is similar to that already described, the settler becoming a tenant-at-will of the Dominion Government for ten years.

3. *Small holding coupled with commercial fishing.* The ex-service man who is a qualified fisherman will be aided to acquire a home, small acreage and commercial fishing equipment which may include a seaworthy boat, engine and gear. The financial arrangements are similar to those applicable to the full-time farmer, except that the livestock amount up to \$1200 is expended for fishing equipment. If two ex-service men wish to do so, they may go into partnership, each having his home and acreage but the fishing equipment may be pooled.

4. *The farm owner.* The Veterans' Land Act provides that loans at 3½ per cent per annum may be made to assist the ex-service man who already owns a farm to pay off mortgages, effect improvements, or buy livestock and equipment.

5. *Temporary aid while awaiting returns.* Under The Post-Discharge Re-establishment Order³ assistance may be given any of the above by way of living allowances (maximum \$44.20 per month for single man, \$62.40 per month for a married man) as needed until crop or other returns come in within eighteen months from discharge, limited to one year or a period equal to the length of service in the Forces, whichever is shorter.

(c) A third category requiring reinstatement in economic life is that of the discharged man self-employed in his own trade or business prior to enlistment. Under the Post-Discharge Re-establishment Order such self-employed discharged men are entitled to receive \$10.20 weekly if single and \$14.40 weekly if married with children's allowances similar to those now paid to the dependents of service men until they are in receipt of returns from their profession or business.

Vocational Training and Resumed Education—It is realized that a large number of service men are young and have had little opportunity to acquire civilian skills. For this reason the main emphasis of The Post-Discharge Re-establishment Order is upon the provision for those who can be given vocational training with profit to themselves and to the community, and for those students who interrupted their education on entering the armed forces. Vocational training may be accorded selected discharged men for a period equal to the period of service up to fifty-two weeks with living allowances similar to those mentioned above. The training is given under arrangements made by the Department of Labour with the Provincial authorities. Similarly, matriculated students entering university or undergraduates in university may receive living allowances whilst pursuing a course leading to a degree, fees and costs of course being paid to the university by the Dominion Government. Post-graduate courses may also be given under certain conditions. Discretionary power is given the Minister of Pensions and National Health to grant extension of university courses beyond a period equivalent to the period of service, with certain restrictions in the public interest in respect of post-graduate courses. It is worth noting here that there has been a notable expansion of educational facilities for service men, and this will have a bearing on the ability of the service men to make use of their wide privileges for training in a trade or education for a profession. Special arrangements with increased allowances are made to encourage the training or retraining of disabled service men, and considerable latitude is given the administration in the prolongation of training in such cases if thought advisable and necessary.

Employment and Subsidiary Protection During Re-establishment. In order to assist the discharged man during the difficult period of rehabilitation then the following additional measures have been taken.

1. The Employment Service of Canada

3. The Post-Discharge Re-establishment Order, P.C., 7633 (1/10/41) amended 1st April, 1942, P.C. 2602.

(now known as National Selective Service) under the Unemployment Insurance Commission, has developed an employment service national in scope, and steps are being taken to give the discharged man the best advice and direction possible.

2. The Department of Pensions and National Health has established a Veterans' Welfare Division under the Rehabilitation Branch. District Welfare Officers, themselves ex-service men, are in the Dominion Employment Offices to give special help to discharged men. A Training Division is being rapidly organized, and vocational guidance will be offered. Local committees have been organized by the Department of Pensions and National Health to assist ex-service men.

3. Preferences in employment in the Dominion public service⁴ and in work originating in Dominion government contract, have been arranged, and the operation of national service regulations tends to accord a position of special privilege to the discharged man.

4. Reconstruction plans have been well advanced and a demobilization pattern looking towards protection of the interests of the service men is well under way.

5. Subsidiary protection is afforded to the service man giving him parity under

the Unemployment Insurance Act if he enters insured employment, as if he had been a contributor.

6. Out-of-work benefits are paid when unemployed during the re-establishment period under The Post-Discharge Re-establishment Order. The rates are similar to those paid trainees and students, and the conditions are similar to those applying to unemployment insurance benefit. The Order is assimilated to the operation of the Unemployment Insurance procedures in this regard. But out-of-work benefit is payable whether ex-service man has been employed in insured or exempted employment.

7. Grants similar to out-of-work benefits may be made while discharged man is temporarily incapacitated, and free medical treatment under certain conditions is readily available if rehabilitation can be advanced thereby.

In addition to the above there are many minor measures of assistance, and benevolent and other funds exist to cover aid to certain groups. Furthermore there is a wide range of special aid to the pensioner.

This brief summary is far from complete and relates to Dominion legislation only. There is rapidly growing a series of special Provincial measures dealing with the same subject which should be kept in mind.

4. P.C. 8541/, 1st October, 1941.

5. P.C. 2250, 21st March, 1942.

Changing Techniques of Canadian Government

By J. R. MALLORY

OUR parliamentary system grew up in the framework of the nineteenth century laissez-faire state. Coming as it did in an age when government was unimportant and unpopular, it is not surprising that the British North America Act has little to say of the forms of adminis-

tration which were expected to execute the details of national policy. What administrative structure we have was partly created on borrowed models at confederation but in the main was carried over from colonial models existing before that time. While in other states the administration grew in size and responsibility with the growth of collectivist principles of government, corresponding growth was slight in Canada. Almost until the collapse of France we had nothing to com-

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