

REFERENCE PAPERS

WARTIME INFORMATION BOARD, OTTAWA

No. 12

July 30, 1943.

POST - WAR PLANNING
IN CANADA - NO. I

SURVEY OF GOVERNMENTAL COMMITTEES

- I. Cabinet Committee on Demobilization and Re-establishment.
- II. General Advisory Committee on Demobilization and Rehabilitation.
- III. Special House of Commons Committee on Reconstruction and Re-establishment.
- IV. Special House of Commons Committee on Social Security.
- V. Special Senate Committee on Economic Re-establishment and Social Security.
- VI. Advisory Committee on Reconstruction.
- VII. Advisory Committee on Economic Policy.
- VIII. Interdepartmental Committee on Air Transport Policy.
- IX. Canadian Section, Joint Economic Committees.

July 30, 1943

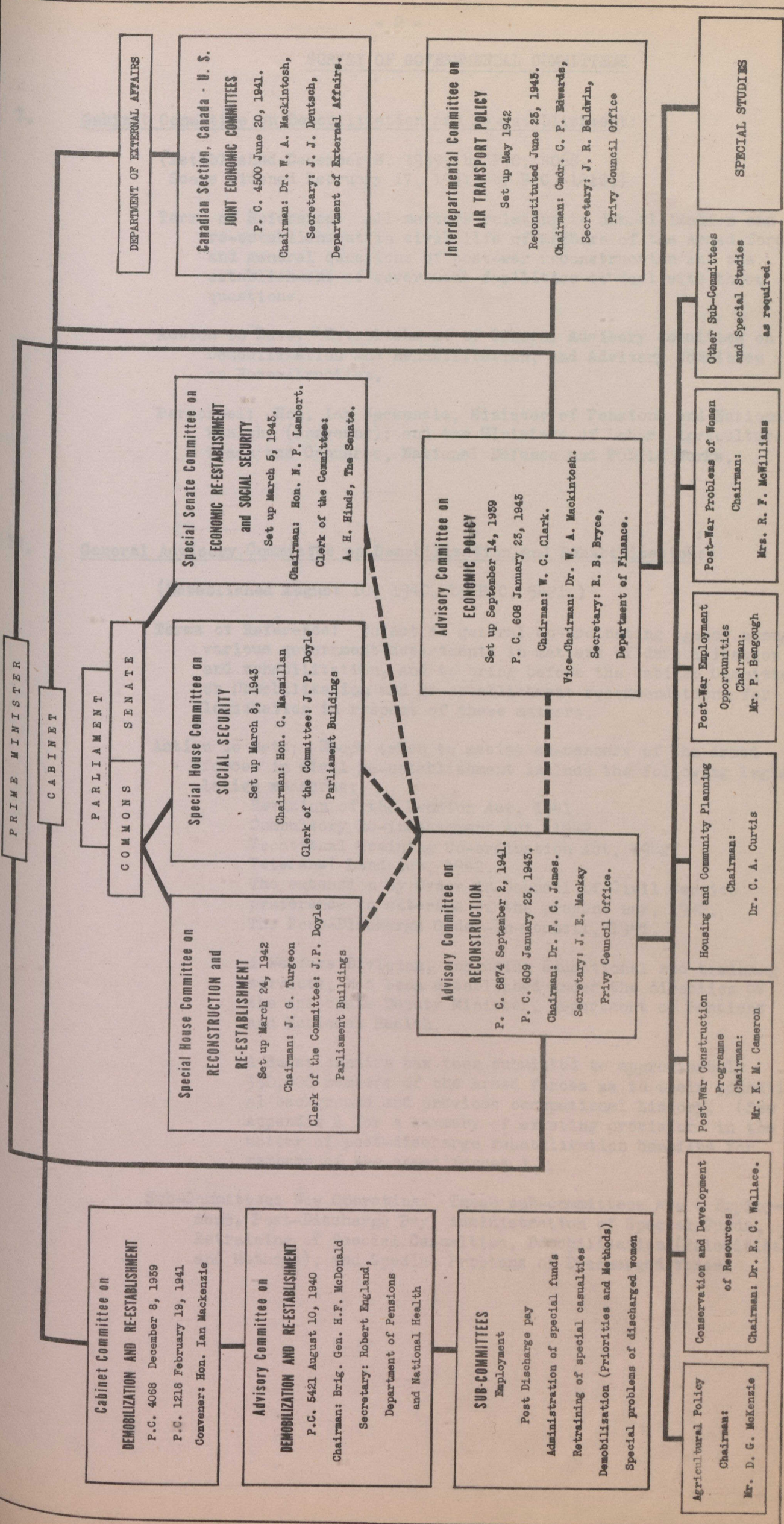
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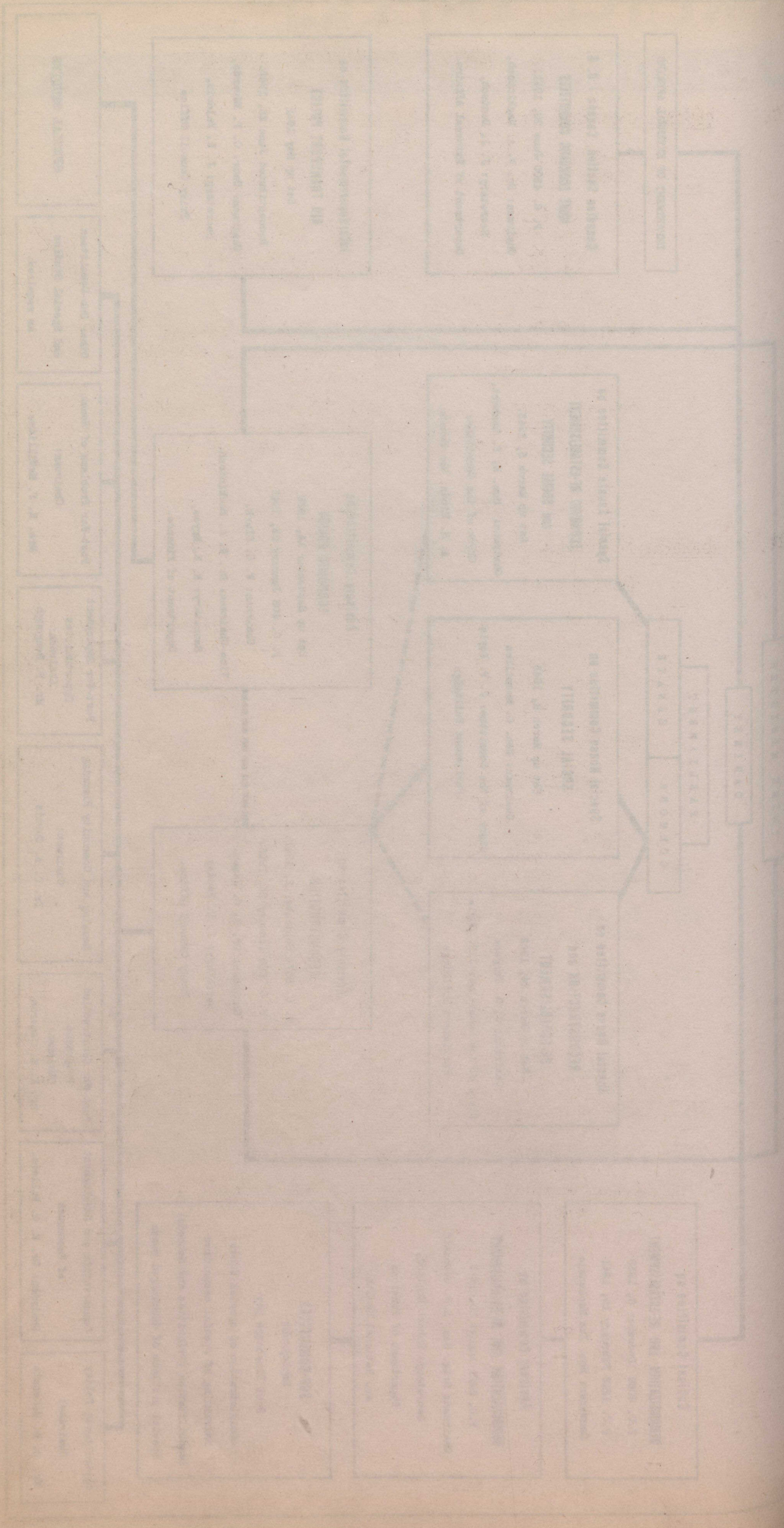
DOMINION GOVERNMENT COMMITTEES concerned with POST-WAR RECONSTRUCTION



LEGEND Reports directly to

Inter-committee Relations

Chart released by Wartime Information Board.



SURVEY OF GOVERNMENTAL COMMITTEES

I. Cabinet Committee on Demobilization and Re-establishment:

(Established December 8, 1939, by P.C. 4068.
Scope widened February 17, 1941, by P.C. 1218.)

Terms of Reference: All matters relating to demobilization and re-establishment in civil life of members of the armed forces, and general questions of post-war reconstruction and the establishment of government facilities to deal with these questions.

Action to Date: Establishment of General Advisory Committee on Demobilization and Rehabilitation, and Advisory Committee on Reconstruction.

Personnel: Hon. Ian Mackenzie, Minister of Pensions and National Health, (Convenor); and the Ministers of Labor, Agriculture, Trade and Commerce, National Defence and Public Works.

II. General Advisory Committee on Demobilization and Rehabilitation:

(Established August 10, 1940, by P.C. 5421.)

Terms of Reference: To act as general co-ordinating agency among various government departments in matters of demobilization and rehabilitation, and to bring before the Cabinet Committee on Demobilization and Re-establishment recommendations for legislation in respect of these matters.

Action to Date: Steps taken to assist ex-members of the armed forces in civil re-establishment include the following legislative measures:

- Revision of the Pension Act, 1941.
- Compulsory Re-instatement Act, 1942.
- Vocational Training Co-ordination Act, 1942.
- Veterans' Land Act, 1942.
- The extension by Order-in-Council of Civil Service preference to veterans of the present war, 1942.
- The Post-Discharge Order-in-Council, 1941.

A Welfare Division, including educational and training services, has been established under the direction of the Associate Deputy Minister, Department of Pensions and National Health.

A questionnaire has been submitted to approximately 350,000 members of the armed forces as to their educational background and previous occupational history. (See Appendix A for a summary of existing provisions in the matter of post-discharge rehabilitation benefits for members of the armed forces.)

Sub-Committees Now Operating: These sub-committees are - Employment, Post-Discharge Pay, Administration of Special Funds, Retraining of Special Casualties, Demobilization (Priorities and Methods), and Special Problems of Discharged Women.

Cabinet Committee on Demobilization and Rehabilitation

(Established December 8, 1945, by P.O. 4058,
Scope widened January 11, 1946, by P.O. 1218.)

Terms of Reference: All matters relating to demobilization and
re-establishment of civil life of members of the armed forces
and general questions of post-war reconstruction and the
establishment of government facilities to deal with these
questions.

Action to Date: Establishment of General Advisory Committee on
Demobilization and Rehabilitation, and Advisory Committee
on Reconstruction.

Personnel: Hon. Joe Mackenzie, Minister of Pensions and National
Health (Chairman); and the Ministers of Labor, Agriculture,
Trade and Commerce, National Defense and Public Works.

General Advisory Committee on Demobilization and Rehabilitation

(Established August 10, 1946, by P.O. 5451.)

Terms of Reference: To act as general co-ordinating agency among
various government departments in matters of demobilization
and rehabilitation, and to bring before the Cabinet Committee
on Demobilization and Rehabilitation recommendations for
legislation in respect of those matters.

Action to Date: Steps taken to assist ex-members of the armed
forces in civil re-establishment include the following legis-
lative measures:

- Revision of the Pension Act, 1941
- Compulsory Exemption Act, 1942
- Vocational Training Co-ordination Act, 1942
- Veterans' Land Act, 1942
- The extension by Order-in-Council of Civil Service
preference to veterans of the recent war, 1942
- The Post-Discharge Order-in-Council, 1941

A Welfare Division, including educational and training
services, has been established under the direction of
the Associate Deputy Minister, Department of Pensions
and National Health.

A questionnaire has been submitted to approximately
150,000 members of the armed forces as to their education,
al background and civilian occupational history. (See
Appendix A for a summary of detailed results in the
matter of post-discharge educational facilities for
members of the armed forces.)

Sub-Committee for Government: General and Committee on
men, Post-Discharge Pay, Administration of Special
Reservists or Special Reservists, Demobilization
and Methods, and Special Problems of Discharged Women.

Sub-Committees Whose Work Has been Completed: These sub-committees are - Preference in the Public Service, Land Settlement, Post-Discharge Benefits for Women, Resumption of Interrupted Education, Vocational Training, Recondition of Neuro-psychiatric Cases, and Unemployment Insurance.

Personnel of Main Committee: Brigadier-General H. F. McDonald, Canadian Pensions Commission, (Chairman), W. S. Woods, Associate Deputy Minister of Pensions and National Health, (Vice-Chairman); Deputy Ministers of Labor, Public Works, Pensions and National Health; Chairman of the Civil Service Commission; Director, Auxiliary Services, and representative of the Department of National Defence; representatives of the Departments of Finance and Agriculture; Dominion Statistician. Robert England, (Executive Secretary).

III. Special House of Commons Committee on Reconstruction and Re-establishment:

(Established March 24, 1942.)

Order of Reference: To study and report to the House of Commons on the general problems of reconstruction and re-establishment which may arise when the war ends, and to appoint from among the committee members sub-committees to deal with specific phases of these problems.

Action to Date: Heard and discussed reports on the nature and extent of the studies instituted by the various committees and sub-committees in the field of post-war reconstruction, including the Cabinet Committee on Demobilization and Re-establishment, the Advisory Committee on Reconstruction, Nutrition Services, Development and Conservation of Resources, Post-war Construction Projects, etc.

Personnel: The following honorable members of the House of Commons - Messrs. Authier, Bertrand (Prescott), Black (Cumberland), Brunelle, Castleden, Dupuis, Eudes, Ferron, Fraser (Northumberland), Gershaw, Gillis, Gray, Harris (Dartmouth), Hill, Jean, Mackenzie (Vancouver Centre), MacNicol, McDonald (Pontiac), McKinnon (Kenora-Rainy River), Marshall, Martin, Matthews, Maybank, Mitchell, Poirier, Purdy, Quelch, Ross (Middlesex East), Sanderson, Stirling, Tustin, White, Mrs. Nielsen, and Messrs. McNiven (Regina City - Vice-Chairman), and Turgeon (Chairman).

IV. Special House of Commons Committee on Social Security:

(Established March 8, 1943.)

Order of Reference: To examine into and report to the House of Commons on a national plan of social insurance which will constitute a charter of social security for the whole of Canada, and, to that end, to examine and study existing social insurance legislation of the Dominion and the provinces; social insurance policies of other countries; the most practicable measures of social insurance for Canada, including health insurance, and the steps which will be required to effect their inclusion in a national plan; the constitutional and financial adjustments which will be required for the achievement of a nation-wide plan for social security; and other related matters.

Action to Date: Heard reports and discussion on the Social Security Report of the Advisory Committee on Reconstruction and the Health Insurance Report; and statements by Sir William Beveridge, provincial ministers of health, medical associations research specialists, religious associations, etc. (See Appendix B for a summary of the draft Health Insurance Bill, included in the report of the Advisory Committee on Health Insurance and presented before the Special House of Commons Committee on Social Security, and the National Fitness Act, passed July 21, 1943.)

Personnel: The following honorable members of the House of Commons -- Messrs. Adamson, Bourget, Breithaupt, Bruce, Claxton, Cleaver, Cote, Diefenbaker, Donnelly, Fauteux, Gershaw, Gregory, Hatfield, Howden, Hurtubise, Johnston (Bow River), Kinley, Lalonde, Leclerc, Lockhart, MacInnis, MacKenzie (Neepawa), Mackenzie (Vancouver Centre), MacKinnon (Kootenay East), McCann, McGarry, McGregor, McIlraith, Mayhow, Mitchell, Picard, Shaw, Slaght, Telford, Veniot, Warren, Wood, Wright, Mrs. Casselman (Edmonton East), and Messrs. Blanchette (Vice-Chairman), and Macmillan (Chairman).

V. Special Senate Committee on Economic Re-establishment and Social Security:

(Established March 5, 1943.)

Order of Appointment: To consider and report upon matters arising out of post-war conditions, particularly those relating to problems of reconstruction and re-establishment and a national scheme of social and health insurance.

Action to Date: Heard reports by Dr. F. C. James, Chairman of the Advisory Committee on Reconstruction, and the Canadian Manufacturers Association. Dr. Leonard C. Marsh, Research Adviser to the Advisory Committee on Reconstruction, appeared before the sub-committee on Social Security.

Personnel: The following honorable members of the Senate -- Senators Aseltine, Ballantyne, Beaubien (Montarville), Beaubien (St. Jean Baptiste), Blais, Buchanan, Copp, David, Donnelly, DuTremblay, Fallis, Farris, Gouin, Haig, Horner, Howard, Hugessen, Jones, King, Lacasse, Leger, Macdonald (Cardigan), Macdonald (Richmond-West, Cape Breton), MacLennan, McRae, Marshall, Michener, Murdock, Paterson, Paquet, Robertson, Robicheau, Sinclair, Smith (Victoria-Carleton), Stevenson, White, Wilson, and Lambert (Chairman).

VI. Advisory Committee on Reconstruction:

(Established September 2, 1941, by P.C. 6874, and reconstituted January 23, 1943, by P.C. 609.)

Terms of Reference: Originally established to report to the Cabinet Committee on Demobilization and Re-establishment on the economic and social implications of the transition of the Canadian economy from war to peace, the committee was brought under the Privy Council in January, 1943, to report and to make recommendations directly to the Prime Minister. The committee is particularly concerned with preparatory and consultative work not directly involving any specific government department. It collaborates with the Advisory Committee on Economic Policy (see below) in studies, reports and sub-committee work.

Action to Date: Studies are now under way on such topics as: The impact of war on Canadian industrial expansion; population trends in Canada; the relation of agricultural production to nutritional standards and future export markets; the lessons of post-war trends after 1918 in Canada and elsewhere; studies of wartime economic controls; studies of various aspects of public works programs, including conservation and housing.

Suggestions for a program for Canada were prepared for the Advisory Committee on Reconstruction by Dr. Marsh and submitted to the House of Commons Committee on Social Security on March 16, 1943. (See Appendix C for a summary of the Report on Social Security for Canada.)

Sub-committees to the Advisory Committee on Reconstruction:

1. Agricultural Policy -

Chairman: Hon. D. G. McKenzie.

Terms of Reference: To study the problems of Canadian agriculture, with particular reference to: (a) the desirability of raising the standard of living of all Canadians to a desirable nutritional level; and (b) the probable developments in the international movement of Canadian agricultural products; and (c) to recommend to the Advisory Committee on Reconstruction a comprehensive program for the rehabilitation of Canadian agriculture at the end of war.

Conservation and the Development of Natural Resources -

Chairman: Dr. R. C. Wallace

Terms of Reference: To consider and recommend to the Advisory Committee on Reconstruction the policy and program appropriate to the most effective conservation and maximum future development of the natural resources of Canada, having regard to the importance of these resources as national assets, and emphasizing the part which the proposed policies may play in promoting employment opportunities at the end of the present war.

Post-War Construction Program -

Chairman: Mr. K. M. Cameron

Terms of Reference: To study the extent to which a carefully formulated program of construction projects may contribute to the national welfare of Canada, as well as providing employment opportunities during the post-war period, and to report to the Advisory Committee on Reconstruction regarding the way in which such a program may be most effectively organized in advance of the termination of hostilities.

4. Housing and Community Planning -

Chairman: Dr. C. A. Curtis

Terms of Reference: To review the existing legislation and administrative organization relating to housing and community planning, both urban and rural, throughout Canada, and to report to the Advisory Committee on Reconstruction regarding such changes in legislation or modifications of organization and procedure as may be necessary to ensure the most effective implementation of what the sub-committee considers to be an adequate housing program for Canada during the years immediately following the war.

5. Post-War Employment Opportunities

Chairman: Mr. Percy Bengough

Terms of Reference: To consider the most effective organization of employment opportunities in the post-war period, with special reference to: (a) the proper use of available labor; (b) legislation or practices affecting the length of the working period; and (c) other relevant implications of the subject of reference, and to recommend to the Advisory Committee on Reconstruction specific plans regarding legislation or practices in this field.

6. Special Post-War Problems of Women -

Chairman: Mrs. R. F. McWilliams

Terms of Reference: To examine the problems relating to the re-establishment of women after the war, and to make recommendations to the Advisory Committee on Reconstruction as to the procedure to deal with these problems, and other matters relating to the welfare of women in the period of reconstruction.

Personnel of Main Committees: Dr. F. C. James, Principal, McGill University, (Chairman); and Messrs. P. R. Bengough, A. Surveyer, J. S. McLean, Hon. D. G. McKenzie, Dr. R. C. Wallace, and the following ex-officio and co-ordinating members: Chairman, Canadian Section, Joint Economic Committees; Chairman and Vice-chairman, Advisory Committee on Demobilization and Rehabilitation; Chief Engineer, Department of Public Works; and a representative of the Advisory Committee on Economic Policy.
Dr. L. C. Marsh, (Research Adviser).
J. E. Mackay, (Secretary).

VII. Advisory Committee on Economic Policy:

(Established September 14, 1939. Scope widened January 23, 1943, by P. O. 608.)

Terms of Reference: Originally established to investigate, report and advise on questions of economic and financial policy and organization arising out of Canadian participation in the war, the functions of this committee were extended in January, 1943, to include planning and organizing the activities of departments and agencies of government in respect to post-war matters, as well as conducting investigations and study of post-war problems in collaboration with the Advisory Committee on Reconstruction, and the preparation and submission of appropriate reports and recommendations. The committee has the authority to assign to any department or agency of government responsibility for making investigations and preparing reports on post-war problems relating to the work of such department or agency, and is responsible directly to the Prime Minister.

Action to Date: As a committee composed of Deputy Ministers and other ranking government officials, it has acted as an advisory body on war policy. Also, since the extension of its terms of reference, the committee has instigated certain studies in departments of the government, either individually or in collaboration. These studies, both in the domestic and international field, will provide the government with a basis of information and analysis in meeting the problems which will confront Canada at the cessation of hostilities.

Chairman: Mrs. H. J. McWilliam

Terms of Reference: To consider the post-war problems of employment opportunities in the home and abroad with special reference to (a) the period of available labor; (b) legislation or proposed legislation; (c) the length of the working period; and (d) other relevant conditions of the welfare of women, and to recommend to the Advisory Committee on Rehabilitation specific legislation or proposals in this field.

Special Committee on Post-War Problems of Women

Chairman: Mrs. H. J. McWilliam

Terms of Reference: To examine the problems relating to the re-establishment of women after the war, and to make recommendations to the Advisory Committee on Rehabilitation as to the procedure to deal with these problems; and other matters relating to the welfare of women in the period of reconstruction.

Members: Mrs. H. J. McWilliam, Dr. G. G. Ross, Principal, McGill University (Chairman); and Messrs. P. A. Bouchard, A. Sturges, J. S. McLeod, Hon. U. G. McManis, Dr. K. C. Wallace, and the following as officials and co-ordinating members: Chairman, Canadian Section, United Nations Committee on Rehabilitation; Chairman, Advisory Committee on Rehabilitation and Rehabilitation; Chief Engineer, Department of Public Works; and a representative of the Advisory Committee on Economic Policy. Dr. H. D. Smith, (Research Advisor), J. E. Mackay, Secretary.

Advisory Committee on Economic Policy

(Established September 14, 1945. Report issued January 23, 1947. by P. C. 508.)

Terms of Reference: Originally established to investigate, report and advise on questions of economic and financial policy and organization arising out of Canadian participation in the war, the functions of this committee were extended in January, 1947, to include planning and examining the activities of departments and agencies of government in response to such matters, as well as conducting investigations and study of post-war problems in collaboration with the Advisory Committee on Reconstruction and the Department of Finance. The committee has authority to obtain any information necessary to carry out its responsibilities for making investigations and recommendations on post-war matters relating to the work of such departments or agencies, and its reports are directly to the Prime Minister.

Action: Under the chairmanship of Deputy Ministers, other leading government officials, it has acted as an advisory body on war policy. Also since the extension of its terms of reference, the committee has been particularly active in its participation in the Government of Canada's efforts in the labor market. These efforts, both in the domestic and international field, will provide the government with a basis of information and analysis in meeting the problems which will confront Canada in the cessation of hostilities.

The committee also sponsored the study of international currency and exchange stabilization entitled, "Tentative draft proposals of Canadian experts for an international exchange union", tabled in the House of Commons on July 12, 1943, and submitted for discussion by United Nations experts; and the basic memorandum of the Canadian delegation to the United Nations Conference on Food and Agriculture held in May, 1943, at Hot Springs, Virginia.

Personnel: Dr. W. C. Clark, Deputy Minister of Finance, (Chairman), Dr. W. A. Mackintosh, Special Assistant to the Deputy Minister of Finance, (Vice-chairman); Deputy Ministers of Agriculture, Mines and Resources; Associate Deputy Minister of Labor; Acting Deputy Minister of Trade and Commerce; Deputy Minister of National Defence (Army); Chairman, Wartime Prices and Trade Board; Governor, Bank of Canada; President, Commodity Prices Stabilization Corporation; Clerk of the Privy Council; Commissioner of Customs; Executive Assistant to the Minister of Munitions and Supply; and Under-Secretary of State for External Affairs.
R. B. Bryce, (Secretary).

8888. Interdepartmental Committee on Air Transport Policy:

(Established in May, 1942, and reconstituted June 23, 1943)

Terms of Reference: Originally constituted as an interdepartmental committee to advise the government on all matters of international civil aviation, and particularly on the framing of Canada's post-war policy in the air, the committee was reconstituted as the Interdepartmental Committee on Air Transport Policy on June 23, 1943, to consider and advise on all matters having a direct bearing on Canada's international air transport policy, and all matters of domestic aviation policy affecting more than one department of government.

Action to Date: Advises the government from time to time on any questions which arise in the field of international and interdepartmental air transport policy which may be referred to it by the Cabinet.

Personnel: Commander C. P. Edwards, Deputy Minister of Transport, (Chairman), Norman Robertson, Under-Secretary of State for External Affairs, (Deputy Chairman); Deputy Minister of Finance; Power Controller, Department of Munitions and Supply; Chief Superintendent, Air and Land Mail Services, Post Office Department; Director of Air Services, Department of Transport; and representatives of the Department of External Affairs and the Royal Canadian Air Force.
J. R. Baldwin, (Secretary).

88. Canadian Section, Joint Economic Committees:

(Established June 20, 1941, by P. C. 4500.)

Terms of Reference: To effect a more economic, efficient and co-ordinated utilization of the combined resources of Canada and the United States in the production of defence requirements, and to reduce the probable post-war economic dislocation consequent upon the changes which the economy in each country is presently undergoing, and to report to the Secretary of State for External Affairs.

Action to Date: In the field of post-war reconstruction - An international study of the extension of wartime collaboration to the peacetime relations of northern British Columbia and the Yukon Territory with Alaska, including proposals for joint Canada-United States economic co-operation in the development of resources, the improvement of standards of living, settlement and other undertakings.

Personnel: Dr. W. A. Mackintosh, Special Assistant to the Deputy Minister of Finance, (Chairman); Assistant Deputy Minister of Agriculture; Assistant Under-Secretary of State for External Affairs; Metals Controller, Department of Munitions and Supply; Research Director, Bank of Canada.
H. F. Angus, (Liaison Officer).
J. J. Deutsch, (Secretary).

Action to Date: In the field of post-war reconstruction - An international study of the extension of wartime collaboration to the post-war relations of northern British Columbia and the Yukon Territory with Alaska, including proposals for joint Canadian-American State economic cooperation in the development of resources, the improvement of standards of living, better roads and other undertakings.

Personnel: Dr. W. A. Mackintosh, Special Assistant to the Deputy Minister of Finance (Chairman); Assistant Deputy Minister of Finance; Secretary of State; Secretary of State for External Affairs; Secretary of State for Northern Affairs and Northern Development; Secretary of State for Indian Affairs and Northern Development; Secretary of State for Health and Welfare; Secretary of State for Labour and Social Services; Secretary of State for Transport and Communications; Secretary of State for the Environment and Heritage; Secretary of State for the Atlantic Provinces; Secretary of State for the Pacific Provinces; Secretary of State for the Territories; Secretary of State for the Yukon Territory; Secretary of State for the Northwest Territories; Secretary of State for the Nunavut Territory; Secretary of State for the Yukon Territory; Secretary of State for the Northwest Territories; Secretary of State for the Nunavut Territory.

APPENDIX A

Summary of existing provisions in the matter of post-discharge rehabilitation benefits for members of the armed forces.

Any disability arising or heightened during service is pensionable if the applicant saw service in a theatre of actual war, and any disability arising as a direct result of service is pensionable regardless of where the applicant served. Advocates are provided to assist pensioners in presenting their claims.

Free treatment with allowances for family is available as a permanent right at any time in hospitals of the Pensions Department for conditions related to service. Free hospital treatment is also available, with family allowances, for any remediable condition, with one or two exceptions, for a period equal to length of service, with a maximum of one year for conditions not related to service.

Subject to reasonable conditions, this Act provides for loans up to \$4,800; \$3,600 is the maximum for land and buildings, of which a 10% deposit by the settler is required; \$1,200 is the maximum for chattels, with no deposit required. The interest rate is 3½%. Three main types of assistance provide for: (a) full time farming for qualified farmers; (b) small holdings coupled with a wide range of employment; (c) small holdings coupled with commercial fishing. A substantial rebate in the cost of land and chattels may be granted after fulfilment of contract for a given period.

Subject to certain reasonable safeguards, employers are required, with respect to those who have left their employment to enlist in the armed forces, to reinstate them in employment under conditions not less favorable than those which would have been applicable had enlistment not taken place.

Preference in respect of appointments to the public service has been accorded to certain categories of veterans since the end of World War I. This preference has been extended to include veterans of the present war and is a definite statutory provision within the terms of the Civil Service Act.

Preference in employment is provided in all war contracts to those who have served in the armed forces.

Vocational training is available to all discharged persons who have no trade or who need a brush-up course in their trade. Maintenance benefits on married and single scale may be paid during such training.

Maintenance benefits and student fees may be paid to those who resume education interrupted by their enlistment. Students are required to enter a university within 15 months after discharge, and the period for which benefits may be paid is determined by the length of service of the student.

Post-graduate courses may be given, with maintenance, in approved cases.

Pensions

Medical Treatment

Veterans' Land Act

Compulsory Re-employment

Preference in the Public Service

Preference in Employment

Vocational Training

Educational Benefits

Post-Graduate Courses

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the applicant saw service in a theatre of actual war, and any disa-
bility arising as a direct result of service is pensionable regardless
of where the applicant served. Approved are provided for making
payments in respect of their claims.

Free treatment with allowances for family is available as a permanent
right at any time in respect of the persons mentioned for conditions
related to service. Free medical treatment is also available, with
family allowances, for any medical condition, with one or two ex-
ceptions, for a period equal to length of service, with a maximum of
one year for conditions not related to service.

Subject to reasonable conditions, this Act provides for loans up to
\$4,800; \$3,600 is the maximum for land and buildings, of which 10%
deposit by the settler is required; \$1,200 is the maximum for chattels,
with no deposit required. The interest rate is 3%. Three main types
of assistance provide for: (a) full time training for qualified persons;
(b) small holdings coupled with a wide range of employment; (c) small
holdings coupled with commercial fishing. A substantial rebate in the
cost of land and materials may be granted after fulfilment of conditions
for a given period.

Subject to certain reasonable conditions, employers are required, with
respect to those who have left their employment so called in the armed
forces, to reinstate them in employment under conditions not less favor-
able than those which would have been applicable had employment not
broken place.

Preference in respect of appointments to the public service has been
accorded to certain categories of veterans since the end of World War I.
This preference has been extended to include veterans of the present war
and a detailed statutory provision within the terms of the Civil
Service Act.

Preference in employment is provided, in all war countries to those who
have served in the armed forces.

Vocational training is available to all discharged persons who have no
trade or who need a training course in their trade. Maintenance
benefits on married and single scale may be paid during such training.

Maintenance benefits and student fees may be paid to those who resume
education interrupted by their call to arms. Students are required to
enter a university within 15 months after discharge, and the period for
which benefits may be paid is determined by the length of service of the
student.

Post-graduate courses may be given, with maintenance, in approved
cases.

Employment Service Under the Unemployment Insurance Act, a Dominion Government employment service has been instituted with employment offices in all main centres across Canada.

Clothing Allowances Over six months' service, \$35; under six months' service, \$27 in winter, \$17 in summer.

Transportation Transportation with travelling expenses provided to point of enlistment, or to place of bona fide residence at time of enlistment, or to any other point in Canada that can be reached without additional expenditure.

Rehabilitation Grant Grant of 30 days' pay and dependents' allowances to those with more than 183 days' continuous service.

Unemployment Insurance Discharged persons who enter insurable employment are entitled, after 15 weeks of such employment, assuming that they have made the contributions required of them, to be credited with the time they spent in the armed forces since July 1, 1941, the date at which the Unemployment Insurance Act became effective, without the necessity of making contributions to the unemployment insurance fund for such period of service with the forces.

Out-of-Work Benefits Benefits similar to unemployment insurance benefits are payable to discharged persons who are capable of employment, but for whom no work is available, for a period not exceeding their length of service, with a maximum of 12 months.

Temporary Incapacitation Benefits similar to those payable under the provisions for out-of-work benefit may be paid to discharged persons who are temporarily incapacitated.

Farmers and Others Awaiting Returns Benefits similar to out-of-work benefits and subject to similar limitations may be paid to those engaged in farming or other business on their own account while awaiting returns from their enterprise.

Welfare Division A welfare division of the Department of Pensions and National Health has been established with welfare officers stationed at all main centres throughout the Dominion to assist former members of the forces in becoming re-established, and to advise them on legislation affecting discharged persons and also with respect to their individual problems throughout the Dominion.

Citizens' Committees Citizens' committees have been established in most centres throughout the Dominion to co-operate with welfare officers in assisting discharged persons in their re-establishment problems.

Under the Unemployment Insurance Act, a Dominion Government employment service has been instituted with employment offices in all main centres across Canada.

Over six months' service, \$33, under six months' service, \$27 in winter, \$17 in summer.

Transportation with travelling expenses provided to point of enlistment or to place of home the residence at time of enlistment, or to any other point in Canada that can be reached without additional expenditure.

Grant of 30 days' pay and dependent allowances to those with more than 183 days' continuous service.

Discharged persons who after insurance employment are recalled, after 13 weeks of such employment, claiming that they have been the victims of fraud, to be recalled with the stipend they spent in the armed forces since July 1, 1941, the date at which the Unemployment Insurance Act became effective, without the necessity of making contributions to the unemployment insurance fund for such period of service with the forces.

Benefits similar to unemployment insurance benefits are payable to discharged persons who are capable of employment, but for whom no work is available, for a period not exceeding their length of service, with a maximum of 18 months.

Benefits similar to those payable under the provisions for out-of-work benefits may be paid to discharged persons who are temporarily incapacitated.

Benefits similar to out-of-work benefits and subject to similar limitations may be paid to those engaged in farming or other business on their own account while awaiting re-employment from their enterprises.

A welfare division of the Department of Pensions and National Health has been established with welfare officers stationed at all main centres throughout the Dominion to assist former members of the forces in becoming re-established, and to advise them on legislation affecting discharged persons and also with respect to their individual problems throughout the Dominion.

Citizen's committees have been established in each county throughout the Dominion to co-operate with welfare officers in carrying discharged persons in their re-employment problems.

Appendix B.

Summaries of the proposed Health Insurance Bill, as drafted for inclusion in the report of the Advisory Committee on Health Insurance and presented before the Special House of Commons Committee on Social Security, and the National Fitness Act, 1943.

Draft
Health
Insurance
Bill

The proposed Health Insurance Bill is constructed on compulsory and contributory principles. All adults whose wages, earnings or incomes come within a certain formula of adequacy would be required to pay their own contributions. That is, each individual will be asked to contribute only according to his ability to do so. The employer will take up the slack for the employee, and the government for all others. The husband, if he can afford it as measured by the standard laid down, will pay for his wife, but the cost of children will be distributed over the whole contributing population.

The benefits will consist of complete medical and nursing services, hospitalization on a general ward basis, medicines within an approved list of standard remedies, and dental care, at least to the extent that existing dental facilities are capable of providing.

The general public health program which the provinces must agree to undertake in order to qualify for Dominion financial aid, under the project, covers 24 subjects:

- Standard preventive measures for the prevention and treatment of communicable disease.
- Provision of expert advisory services.
- Adoption of a program of public health education through local voluntary agencies.
- A mental hygiene program.
- Establishment of control services with respect to communicable disease.
- Sanitary supervision of premises.
- Establishment of nutritional services.
- Maintenance of public health laboratories.
- Establishment of sanitary engineering services.
- Collection and dissemination of vital statistics.
- Supervision of hospitals and sanatoria.
- Provision of dental inspection for children.
- Adoption of child and maternal hygiene services.
- Supervision of sanitation and health environment in industry.
- Quarantine inspection to prevent the introduction of communicable diseases into the province.
- Provision of public health nursing services.
- Adoption of health regulations with regard to housing.
- An adequate venereal disease program.
- A program for the prevention, detention and treatment of tuberculosis.
- Cancer clinics.
- Preventive and diagnostic services for the early detection of heart disease in children.
- Medical inspection in schools.
- Investigations of epidemics.
- Research services.

In addition to the main health insurance grant and the public health grant for the provision of general health services, six preventive measures are recommended, for which it is proposed the Dominion Government would make direct grants to the provinces:

1. Provision of free treatment for all persons suffering from tuberculosis, including the construction of additional buildings and bed accommodation.

Summary of the proposed Health Insurance Bill, as drafted for inclusion in the report of the Advisory Committee on Health Insurance and presented before the Special House of Commons Committee on Social Security, and the National Fitness Act, 1947.

The proposed Health Insurance Bill is constructed on compulsory and contributory principles. All adults whose wages, salaries or incomes come within a certain limit are required to contribute to pay their own contributions. There is, each individual will be asked to contribute only according to his ability to do so. The employer will take on the liability for the employee, and the government for all others. The liability to be paid will be as measured by the standard laid down, will not be for his wife, but the cost of children will be distributed over the whole contributing population.

The benefits will consist of complete medical and nursing services, hospitalization on a general ward basis, medicines within an approved list of standard medicines, and dental care, at least to the extent that existing dental facilities are capable of providing.

The general public health program which the provinces must agree to undertake in order to qualify for Dominion financial aid, under the project covers the following:

- Standard provincial services for the prevention and treatment of communicable diseases.
 - Provision of certain laboratory services.
 - Adoption of a program of public health education through local voluntary agencies.
 - A mental hygiene program.
 - Establishment of control services with respect to communicable diseases.
 - Sanitary supervision of premises.
 - Establishment of provincial services.
 - Maintenance of certain central laboratories.
 - Establishment of certain engineering services.
 - Collection and distribution of vital statistics.
 - Supervision of hospitals and sanatoria.
 - Provision of dental inspection for children.
 - Adoption of child welfare and hygiene services.
 - Supervision of sanitation and health environment in industry.
 - Guarantee inspection to prevent the introduction of communicable diseases into the country.
 - Provision of public health nursing services.
 - Adoption of health legislation with regard to housing.
 - An effective venereal disease program.
 - A program for the prevention, detection and treatment of tuberculosis.
 - Gender clinics.
 - Preventive and diagnostic services for the early detection of heart disease in children.
 - Medical inspection in schools.
 - Investigation of epidemics.
 - Research services.
1. Provision for the prevention and treatment of communicable diseases.
2. Provision for the prevention and treatment of tuberculosis.
3. Provision for the prevention and treatment of venereal diseases.
4. Provision for the prevention and treatment of mental illness.
5. Provision for the prevention and treatment of alcoholism.
6. Provision for the prevention and treatment of drug addiction.
7. Provision for the prevention and treatment of other forms of mental illness.
8. Provision for the prevention and treatment of other forms of physical illness.
9. Provision for the prevention and treatment of other forms of physical illness.
10. Provision for the prevention and treatment of other forms of physical illness.

2. Provision of free treatment for persons suffering from mental illness and the care of mental defectives, including buildings and accommodation.
3. Provision of preventive and free treatment for persons suffering from venereal diseases.
4. Provision of training facilities in public health work for physicians, engineers, nurses and sanitary inspectors.
5. Undertaking of special investigations concerning public health or public health measures.
6. Establishing and undertaking of a program of physical fitness development for youth.

The estimated total cost of the health insurance scheme, based on the population of 1938, the last complete non-war year, would be approximately \$256,186,000. A true estimate of cost cannot be made until the provinces have studied the problem and have determined the number of persons who will be included. The distribution of the costs is as follows, based on the average contribution of each adult as \$26 a year, or 50 cents a week:

<u>Contributors</u>	<u>Amount</u>	<u>Per Cent</u>
Employees	\$63,542,000	24.8
Employers	24,172,000	9.4
Assessed contributors	37,036,000	<u>14.5</u>
		48.7
Public Treasury (including \$23,290,000 for administration)	<u>131,436,000</u>	<u>51.3</u>
TOTAL	\$256,186,000	100.0

The grand total of public health grants to the provinces by the Dominion Government for health services over and above the federal assistance to the health insurance program itself would be \$6,527,167.

An Act to establish a Council for the purpose of promoting national fitness; based upon a recommendation of the Select Committee on Social Security, was passed by the House of Commons on July 21, 1943. The grant to the provinces on a fifty-fifty basis, and on the basis of population, is \$225,000 and \$25,000 for national administration. The members of the Council will be appointed by the Governor-in-Council, and will have the power:

1. To assist in the extensions of physical education in primary and secondary schools and universities, and in all educational and other establishments.
2. To encourage, develop and correlate all activities relating to physical development of the people through sports, athletics and other similar pursuits.
3. To train teachers, lecturers and instructors in the principles of physical education and physical fitness.
4. To organize activities designed to promote physical fitness and to provide facilities.
5. To co-operate in the amelioration of physical defects subject to improvement through physical exercises.

- 2. Provision of free treatment for persons suffering from mental illness and the care of mental defectives, including hospitals and accommodations.
- 3. Provision of preventive and free treatment for persons suffering from venereal diseases.
- 4. Provision of technical facilities in public health work for physicians, dentists, nurses and sanitary inspectors.
- 5. Undertaking of special investigations concerning public health or public health measures.
- 6. Establishment and maintenance of a program of physical fitness development for youth.

The estimated total cost of the health insurance scheme, based on the population of 1934, the last complete non-year year, would be approximately \$50,000,000. A true estimate of cost cannot be made until the program has been established and the distribution of the costs of persons who will be included. The distribution of the costs is as follows, based on the average contribution of each adult as \$25 a year, or 50 cents a week:

Contributors	Amount	Per Cent
Individuals	\$25,000,000	50.0
Businesses	\$15,000,000	30.0
Assessed corporations	\$10,000,000	20.0
Federal Treasury (including \$25,000,000 for administration)	\$10,000,000	20.0
TOTAL	\$50,000,000	100.0

The total cost of public health services to be provided by the Dominion Government for health services over and above the Federal assistance to the health insurance program would be \$5,000,000.

An Act to establish a Council for the purpose of investigating national fitness, based upon a recommendation of the Select Committee on Social Security, was passed by the House of Commons on May 21, 1934. The terms of the resolution are as follows: "and on the basis of population, 10,000,000 and 200,000 for national administration. The members of the Council will be appointed by the Government-in-Council, and will have the power:

- 1. To assist in the extension of physical education in primary and secondary schools and universities, and other educational and other establishments.
- 2. To encourage, develop and coordinate all activities relating to physical development of the people through sports, athletics and other similar pursuits.
- 3. To establish, maintain and improve and improve the facilities of physical education and physical fitness.
- 4. To organize activities designed to promote physical fitness and to provide facilities.
- 5. To cooperate in the establishment of physical fitness centers for the improvement through physical exercises.

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Appendix C

Summary of the Report on Social Security for Canada as prepared by Dr. Leonard C. Marsh, Research Adviser to the Advisory Committee on Reconstruction, and presented before the Special House of Commons Committee on Social Security.

Report on
Social
Security
for Canada

The Report sets out:

- (a) The main features of relevant social legislation already existing in Canada;
- (b) The methods by which these provisions may be improved or reformed particularly by transformation of the coverage and technique to a contributory social insurance basis; and
- (c) The principles which should be considered if the construction of a comprehensive social security system is to be undertaken in the most fruitful and effective manner.

It is emphasized that the Report is not a compendium of draft measures, but that public discussion is necessary before the "blueprints" are drawn up.

On the constitutional issue, the Report emphasizes that proper integration and administration of a comprehensive scheme will not be possible unless the federal and provincial governments work out a clear understanding as to their respective responsibilities.

Another fundamental point emphasized is that social security legislation, like any other elements in post-war policy, depends on the size and the maintenance of the national income. As the Report suggests at one point, social security expenditures may be one of the "strategic factors" in post-war economic policy: "One of the necessities for economic stability is the maintenance of the flow of purchasing-power at the time when munitions and other factories are closing down and war activity in many other spheres is being liquidated. Sound social insurance, which is a form of investment in physical health, morale, educational opportunities for children, family stability, is both a desirable and a comparatively easy vehicle of expenditure. It is not only an eminently appropriate peacetime alternative for expenditures now being devoted to destruction. It is also a form of using some of the deferred backlog of consumer expenditure to which reference is so often made only in terms of radios, refrigerators, and other tangible consumers' goods."

Following are summarized the elements of the comprehensive scheme suggested as suitable for Canada:

Benefits payable principally at standard rate rather than dependent on past income or wages or actual amount of premium or contribution.

(A) All Insurable Population:

1. Medical Care: (services, contributory, with Dominion-provincial co-operation in administration of the contributions, provincial administration of the services, and appropriate techniques for provincial co-ordination) - subsidy, according to capacity to pay, at contribution end; neither limited nor graduated benefit, but distribution according to need for medical services made available.
2. Child Maintenance: (allowances, tax revenue, Dominion administration) - rates not settled, but it is suggested that they vary according to age of child, averaging about \$7.50 a month. An even lower figure would be acceptable if necessary to ensure the inauguration of the important principle of children's allowances paid on a universal basis.

Universal
Risks

Summary of the Report on Social Security for Canada
as prepared by the Advisory Committee on Social Security
Special House of Commons Committee on Social Security

The report sets out:

- (a) The main features of the present social security system already existing in Canada.
- (b) The methods by which these provisions may be improved or extended generally by the introduction of the various schemes mentioned in the report.
- (c) The principles which should be considered in the construction of a comprehensive social security system in the future.

It is emphasized that the report is not a compilation of brief measures, but that any legislation is necessary before the "blueprint" can be drawn.

On the constitutional aspect, the report expresses the opinion that proper attention and consideration of a comprehensive scheme will not be possible unless the Federal and provincial governments work out a clear understanding as to their respective responsibilities.

Applied fundamental principles are that social security legislation should be based on the following principles: on the one hand the maintenance of the national income, as the basis of the social security system, and on the other the flow of income from the State to the individual and other factors. The report also sets out a number of other principles which are being considered, such as a form of investment in physical health, education, and other factors for children, family allowances, and a scheme for a generally easy vehicle of expenditure. It is also suggested that appropriate provision be made for a number of other factors in connection with the social security system, such as a form of investment in physical health, education, and other factors for children, family allowances, and a scheme for a generally easy vehicle of expenditure. It is also suggested that appropriate provision be made for a number of other factors in connection with the social security system, such as a form of investment in physical health, education, and other factors for children, family allowances, and a scheme for a generally easy vehicle of expenditure.

Following are summarized the elements of the comprehensive scheme suggested as desirable for Canada:

General principles: (a) The social security system should be based on the following principles: (b) The social security system should be based on the following principles: (c) The social security system should be based on the following principles:

(A) All Income Tax

1. Medical care: (a) Medical care should be provided for all persons who are unable to pay for it themselves. (b) Medical care should be provided for all persons who are unable to pay for it themselves. (c) Medical care should be provided for all persons who are unable to pay for it themselves.

2. Unemployment: (a) Unemployment benefits should be provided for all persons who are unable to find work. (b) Unemployment benefits should be provided for all persons who are unable to find work. (c) Unemployment benefits should be provided for all persons who are unable to find work.

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3. Funeral Benefits: (contributory, related to one or several of the other insurances for administration purposes) - adults, \$100; juveniles, \$65; children, \$25. Rates for contributors - 7 to 10 cents a week.

(B) All Gainfully Occupied:

1. Permanent Disability: (pensions, contributory, Dominion administration) - \$30 monthly for breadwinner, \$15 for his wife, the two persons together to get a minimum income of \$45.

2. Widows, Orphans: (pensions, contributory, Dominion administration) - for widows, \$40 monthly for the first year only of widowhood, then \$30 monthly; \$15 monthly to orphaned children of insured persons where there is no surviving parent (in addition to children's allowances).

3. Old-age Retirement: (pensions, contributory with tax revenue for transitional deficits, Dominion administration) - \$30 monthly for breadwinner, \$15 for his wife, somewhat higher rates if claim deferred beyond minimum pensionable age - 65 for men, 60 for women, but with wife's pension becoming available, on husband reaching 65, no matter what her age.

(In the meantime it is recommended that the present non-contributory old age pension machinery be reformed by: (1) Removing unjustifiable restrictions as to eligibility; (2) Setting a higher maximum than the present \$20 monthly, (x) with revision of income allowances; (3) Reducing the age limit to 65 for men and 60 for women; (4) Admitting to the benefits persons below the age level who are permanently unemployable.)

Benefits largely related to prevailing wage scales.

Employment
Risks

(A) All Normal Gainfully Employed:

1. National Investment Program: (tax revenue, Dominion direction, co-ordinated joint program) - a multiple-project program on a flexible basis to assist process of economic recovery and provide employment in the immediate transition period; probably requiring at least \$1,000,000,000 program in first post-war year if national income to be maintained at high levels.

2. Training and Guidance Facilities: (tax revenue, Dominion and federal-provincial schemes) - whether they should carry a maintenance grant for some or all classes of recipients or merely be free training not decided.

3. Unemployment Assistance Projects: (tax revenue, Dominion and provincial schemes) - no limit placed on the duration for which unconditional or unemployment assistance should be payable, but suggested that this grant should be lower, possibly 10% less, than the benefit categories to which formerly insured persons belonged and to be as closely linked to training programs as possible; if special "assistance projects" are instituted, wages to be at a maintenance level and possibly varying according to regional conditions.

(B) All Employees:

1. Unemployment Insurance: (benefits, contributory, Dominion administration). - increase two-person rate for claimant with adult dependent to average of nearer 33% (from present 15%) greater than single-unit benefit; the upper categories

3. Funeral benefits (contributory, related to one or several of the other instances for administration purposes) - adults, \$100; juveniles, \$50; children, \$25. Rates for contributors - 7 to 10 cents a week.

(B) All Gainfully Occupied

1. Permanent Disability (benefits, contributory, Dominion Administration) - \$50 monthly for breadwinner, \$15 for his wife, the two persons together to get a minimum income of \$65.

2. Widow's Orphan's (benefits, contributory, Dominion Administration) - for widow, \$40 monthly for the first year only if widowed, then \$30 monthly; \$15 monthly to orphan children of insured persons where there is no surviving parent (in addition to children's allowances).

3. Old-age Retirement (benefits, contributory with tax revenue for transitional periods, Dominion Administration) - \$30 monthly for breadwinner, \$15 for his wife, somewhat higher rates in some instances beyond minimum pensionable age - 65 for men, 60 for women, but with wife's pension being available, on husband reaching 65, no matter what her age.

(In the meantime it is recommended that the present non-contributory old-age benefits be retained but (1) removing unattached beneficiaries as to eligibility; (2) setting a higher maximum than the present \$20 monthly (x) with revision of income allowances; (3) reducing the age limit to 65 for men and 60 for women; (4) adding to the benefits persons below the age limit who are permanently unemployed.)

Benefits largely related to prevailing wage scales.

(C) All Normal Gainfully Employed

1. National Investment Program (tax revenue, Dominion Administration, coordinated total program) - a multiple-project program on a flexible basis to assist progress of economic recovery and provide employment in the immediate transition period; priority regarding at least \$1,000,000,000 program in first post-war year if national income to be maintained at high levels.

2. Technical and Technical Assistance (tax revenue, Dominion Administration) - (rather than they should carry a maintenance grant for some small classes of technicians or partly be free training not desired).

3. Unemployment Assistance Program (tax revenue, Dominion Administration) - no limit placed on the duration of unemployment benefits or unemployment assistance should be payable but suggested that this grant should be lower, possibly for two years, than the present contribution to which former insured persons are entitled and to be as closely linked to training, unemployment benefits if special "cases" from professions and industries were to be at a minimum level and possibly restricted to regional conditions.

(D) All Unemployed

1. Unemployment Insurance (benefits, contributory, Dominion Administration) - insurance program for all persons with a minimum of 10 weeks of service in the present year, greater than the present benefit, the appropriate

to measure up to the assistance minimum standard, which is \$30 monthly for the breadwinner, \$15 for his wife and \$45 for the two; graduate the increase so the percentage improvement is greatest for the lowest scales.

2. Sickness Benefits: (cash, contributory, Dominion administration, related to unemployment insurance) - closely assimilated to unemployment benefit scales (approximately half normal wages).

3. Maternity Benefits: (contributory, Dominion administration, related to unemployment insurance) - suggested for women in wage earning employment only; rates closely assimilated to unemployment benefit scales, subject to possibility of minimum rate being established for this class of benefit as a special measure.

4. Industrial Disability, Fatal Accidents, Etc: (contributory by employers, provincial administration through workmen's compensation boards) - substantially unchanged, although extended and more standardized as between provinces.

Financial Considerations: Government sponsored programs of peacetime investment and development - probably \$1,000,000,000 for the first post-war year.

Tentative estimate of cost of principal social security items (other than employment program): about \$900,000,000 a year. Not all of this would be new expenditure. About \$400,000,000 is anticipated from insured contributors and from employers, and about \$500,000,000 would be required from tax sources. Some part of this would replace existing expenditures on public assistance, medical care paid for privately, etc. It is the experience of countries with comprehensive schemes or proposing them that 10 to 12% of the national income can be devoted to social security disbursements.

Approximate and average calculations of rates:

Farmers, rural groups - 75 to 90 cents a week
Employees of various wage levels - 75¢ to \$1.85 a week
Employers - average about 90 cents a week per employee

(x) On July 24, 1943, in the House of Commons, Finance Minister Ilsley announced that the Dominion would increase the maximum pensions payable under the Old Age Pensions Act from \$20 to \$25 a month. The Dominion pays 75% of the pensions, and the provinces the other 25%.

to measure up to the assistance minimum standard, which is \$30 monthly for the breadwinner, \$15 for his wife and \$5 for the two children the interest in the Government's investment is greatest for the lowest social class.

3. Sickness Benefits (cash, contributory, Dominion administration, related to unemployment insurance) - slowly assimilated to unemployment benefit scheme (approximately half normal wages).

4. Maternity Benefits (contributory, Dominion administration, related to unemployment insurance) - one week for women in wage earning employment only; rates closely related to unemployment benefit scheme, subject to possibility of minimum rate being established for this class of benefit as a special measure.

5. Industrial Disability, Trade Accidents, Sickness (contributory by employers, provincial administration through workmen's compensation boards) - especially in mining, although extended and more standardized in other provinces.

Financial Contributions Government borrowed amount of \$100,000,000 for the first year.

Defective scheme of cost of production social security items (other than employment insurance) about \$100,000,000 a year. Not all of this would be covered by contributions and \$100,000,000 is estimated from various contributions and from employers, and some \$100,000,000 would be required from tax sources. Some part of this work would be done by division on public works, which would be paid for directly etc. It is the expectation of the Government with contributory schemes or production and cost of production of the same can be covered by social security arrangements.

Approximate and average calculations of costs.

Farmers, rural towns - 75 to 80 cents a week
Employees of various kinds - 75 to 80 cents a week
Employers - average about 50 cents a week per employee

(x) On July 24, 1943, in the House of Commons, Finance Minister Lloyd announced that the Dominion would increase the maximum pension payable under the Old Age Pension Act from \$30 to \$35 a month. The Dominion pays 75% of the pension, and the provinces the other 25%.