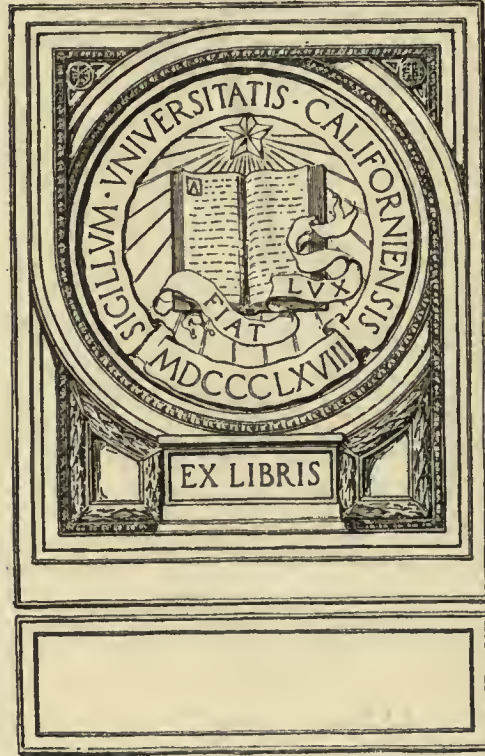


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The Development in England of a State System for the Care of the Disabled Soldier

What shall be done with the disabled soldier? That all depends upon how he is valued. Shot, perhaps, if he is despised and dreaded like the old-time Chinese soldier recruited from the ranks of the bandits. Given a license to beg and turned loose on the public to test the brevity of a country's gratitude to its broken soldiers, if war has been his trade. From the military viewpoint he might as well be scrapped as a broken gear that clogs the fighting machine. But perhaps the gear can be mended and fitted into a nation's industrial machinery, if he be a citizen soldier who has left the plow or the lathe or the desk to uphold the priceless ideals of his country.

The time has gone by when a *Hôtel des Invalides* or a soldiers' home filled with broken men rusting out in unproductive idleness can be the measure of a nation's gratitude to its gallant defenders. The dole of a pension bureau will no longer serve as a sop to a nation's conscience in an age of new spiritual valuations. An unproductive unit is a misfit in an industrial age, and misfits are uncomfortable things. They betoken carelessness and neglect. The exigencies of war cause many painful dislocations. Men who were productive units in the social organization are maimed in the machine of war and thrown back upon the nation that called them to the colors. The unavoidable responsibility rests upon the nation to make possible their return as far as may be to a life of productive activity in which alone they can be useful and happy members of society. This is the new consciousness which is gripping the nations whose manpower is wasting away under the bloody flail of Mars. How England has addressed herself to this herculean task is the subject of this study.

The historical continuity of a nation's institutions and administrative methods make it un-

likely that even tasks of unwonted magnitude will cause it to suddenly leave the grooves of custom. Existing organizations will be loaded with new responsibilities and develop a new technique. Elimination of the useless and co-ordination of the useful will gradually produce a system in keeping with the ways of the people. The frank self-criticism of the English people may dub this process of trial and error as 'muddling through', but there can be no doubt that the principles they arrive at will be vitally important to this country whose institutions and ideals are so similar to those of its doughty ally. Fortunate, indeed, will America be if she can profit by England's experiences.

THE HISTORICAL ROOTS

The English system of caring for the disabled soldier is the outcome of leaving the care of the ex-service man in the past largely to voluntary philanthropic organizations. To be sure, England had a system of pensions based largely upon length of service and meritorious conduct. How inadequate these were may be judged from the fact that up to the present war the scale of pensions had not been changed in fifty years, notwithstanding the rising standard of comfort and the increased cost of living. The enlisted man and his dependents fared particularly badly because the regular army and navy were recruited from the unmarried and the encumbrance of marital ties was frowned upon by the war office and admiralty. The professional soldier who might see service in Aden or Singapore or Jamaica was not thought the proper person to assume the apostolic prerogative to 'lead about a wife'. When his survivors and dependents fell upon troublous times after a campaign in the Crimea, or the Sepoy mutiny or a naval

disaster, an appeal was made to the public for funds to supplement the inadequate provisions of the state. So numerous were these various special funds that Parliament designated a custodian for them which, after functioning for some years, came to be known finally, in 1903, as the Royal Patriotic Fund Corporation,¹ to whom new responsibilities of care and oversight were assigned at the outbreak of the present war, as we shall see later.

The English had become so accustomed to the spectacle of philanthropic organizations supplementing the inadequate provisions of the government for its ex-service men that they had come to doubt that it was possible for the state to formulate rules that would be elastic enough to fit all cases. Certain minimum provisions readily executed by the dry mechanics of a government bureau sufficed as long as the human element was supplied by voluntary organizations endowed with heart and conscience. The opinion of the Right Honorable W. Hayes Fisher, for many years chairman of the executive committee of the Royal Patriotic Fund Corporation, expressed at a hearing before the Select Committee on Naval and Military Services, late in 1914, illustrates this feeling. He said: "I want to emphasize my own opinion drawn from long experience—an opinion I believe shared by all my colleagues—that unless the government fix a flat rate of pensions on an extravagant and wasteful scale, there will always be need of some body ancillary to the government departments to make supplementary grants and give additional aid, and, above all, to introduce into its administration the human element, if we are to avoid much unnecessary suffering."²

The best comment upon that opinion is found in the subsequent action of Parliament in establishing a uniform pension system on an adequate basis and supplying the element of elasticity in a scheme of alternative pensions, as we shall have occasion to see. It is a little difficult to reconcile the opinion quoted above with another statement made by the same gentleman before

the same committee in reference to the reconstruction of the Royal Patriotic Fund in 1903. He said: "I have always regretted that the government at that time did not take a bolder line, and put an end to the present system of administering state pensions and supplementary grants—a system which was never created by one mind at one time, but is the mere product of chronology, and is, in consequence, complicated and chaotic."³ The government did take that bolder step in 1917.

One of the 'ancillary' bodies—to use Mr. Fisher's term—which came to the rescue of the ex-service man before the present war was the Incorporated Soldiers and Sailors Help Society. It was established under royal patronage at the close of the South African War "to help Soldiers and Sailors by providing them with the name and address of a 'Friend' in each parish or ward throughout the Empire, to whom they may be commended on discharge from the Army or Navy for aid in obtaining Employment or other forms of Help suited to their needs."⁴

The older Tommy Atkins presented a harder employment problem than will the members of the new army. Army life in peace times offers few attractions to the industrial effective who can provide a home by the fruit of his labor. The man who is industrially unattached, or is disinclined to assume the responsibilities of that homemaking for which the English people are so noted, is the man who is most likely to follow the soldier's trade with its dangers and vicissitudes. And when he falls out of service through the expiration of his enlistment, or through disablement, he is not the easiest man in the world for whom to find employment. He is likely to be a man without trade skill or acquired habits of industry. So it is not surprising that the Soldiers and Sailors Help Society met with indifferent success in its efforts to find employment for ex-service men. The 'friends' who were listed on its roster seem to have been the easy marks for the professional tramps, according to the testimony of an ex-service man who did

¹ First Report of the Royal Patriotic Fund Corporation, 1904.

² Special Report and Second Report from the Select Committee on Naval and Military Services, Proceedings of Committee and Minutes of Evidence, 1915, p. 247.

³ *Ibid.* p. 248.

⁴ THE INCORPORATED SOLDIERS AND SAILORS HELP SOCIETY: *Regulations for office holders*, p. 1.

some tramping on his own account, armed with perfectly good discharge papers.⁵

However, the experiences of the Society led it to undertake a valuable experiment in reconstruction. The difficulty it experienced in finding work for disabled men led it to open workshops in London for the employment of handicapped men and their dependents. They anticipated by ten years the methods adopted by the principal belligerent countries in dealing with the problem of their disabled soldiers, namely, by special training.

When the war came to enormously augment the task of the Society, a public appeal was made for funds with which to expand the work. Lord Roberts, the nation's military idol, evinced a lively interest in the work, and after his death the shops were called the Lord Roberts Memorial Workshops.⁶

The object of the Society in conducting these shops is "to teach useful trades to men discharged as medically unfit, who, by reason of their disability, consequent on their service, are unable to take ordinary employment, and to make such cases, as far as possible, self-supporting, by disposing of the work they turn out."⁷ They are not, therefore, primarily vocational schools to train men by a short, intensive course to re-enter industry and maintain themselves in the field of open competition. While some do leave the shops and take positions elsewhere, it is expected that most of them will remain as permanent employees under work conditions favorable to the handicapped man. The workshops must be conducted upon a commercial basis, paying wages to its workmen and marketing the finished product. This the shops have been able to do with an encouraging degree of success.

The advantage of such an institution is that it can afford steady jobs to sub-standard workers and can adapt machinery to the disabilities of handicapped operatives. The central workshops in London have operated at a profit and claim that the output of the factory has been largely

absorbed by the wholesale trade entirely aside from charitable motives. The men are paid an initial wage of four pence an hour for eight weeks, and after that a minimum wage of one pound a week according to a man's capabilities.

The need was seen of establishing branches in different parts of the country, to afford opportunities for disabled men in other than the London district and now there are workshops at Plymouth, Brighton, Colchester, Nottingham, Birmingham, Liverpool, Bradford, Newcastle, Edinburgh, and Belfast. Toy-making has been found to be a profitable industry, and the various processes afford work of many types for men with different disabilities. There is a division of labor between the different branches, one doing the woodwork, another the metal work, a third the printing, and so on. The workshops have dealt with 850 men disabled in the present war, and the Society has plans for a further expansion of the work so that four or five thousand disabled men can be employed at one time in the various workshops.⁸

While institutional care and specialized workshops will probably be needed in the case of grievously handicapped men, the principle is pretty clearly established that it will be better for the man, and for society, if he can be trained to meet the competition of the work-a-day world and maintain himself in the industries of his own locality. The institution which will commend itself as meeting the extraordinary requirements of war time, and after, will be the one which will be rather a vestibule, through which a large number of men may pass as rapidly as possible into the normal industries of a community, than a sheltering workshop of limited capacity with only a small exit to the field of competitive enterprise.

FEELING ITS WAY

The outbreak of the war found the British Government wholly unprepared to cope either with the problem of caring for the dependents of men called into service or for those who might be disabled. Fortunately, there was an

⁵ W. G. CLIFFORD, *The Ex-soldier, by Himself*. London: 1916.

⁶ *The National Tribute to our Permanently Disabled Soldiers and Sailors*.

⁷ THE INCORPORATED SOLDIERS AND SAILORS HELP SOCIETY: *Annual report*, 1915.

⁸ Major Algernon Tudor Craig, Lord Roberts Memorial Workshops for Disabled Soldiers and Sailors, *Recalled to Life*, London, 1917, I, 289-294.

organization that had had long experience in looking after the needs of enlisted men. This was the Soldiers' and Sailors' Families Association, which had rendered valuable service in the South African War and after. Its forces were quickly mobilized to meet the unprecedented demands for relief for soldiers' families.

The chaotic condition of affairs may be judged from the fact that at the outbreak of the war the army pay offices had only 1,500 soldiers' wives on the pay roll, owing to the policy of discouraging men from marrying "on the strength."⁹ Every inducement, including the promise of the care of dependents, was offered to hasten the recruiting of the New Army. On August 10, 1914, the Prime Minister proclaimed in Parliament that women "off the strength," that is, those whose marriages were not recognized by the military authorities, would be given the same allowances as women "on the strength." Within a fortnight the number of wives entitled to a separation allowance had risen to 250,000. The difficulties were increased because the addresses of many soldiers' wives were unknown, and in some cases the men concealed the fact of their marriage. Many women whose husbands had disappeared claimed that they had enlisted and the facts had to be established. There was an inevitable delay of weeks, and even months, in the payment of separation allowances and certain hardships resulted.

The Soldiers' and Sailors' Families Association was the only organization with experience in dealing with the matter, and to meet the urgent needs, local committees, composed largely of ladies of leisure and clergymen, were appointed in all parts of the country. These committees assisted in investigating the needs and claims of dependents and in distributing relief. This system of local committees is now an important part of the state machinery for caring for disabled soldiers and sailors. It was analogous to the plan for the administration of the Old Age Pensions Act of 1908, which provided for the appointment of a local committee in every borough and urban district having a population of 20,000 or over.

⁹ Report on the Administration of the National Relief Fund up to March 31, 1915, p. 4.

When it became apparent that funds of large proportions would be necessary to meet the distress that would inevitably arise through war conditions the Prince of Wales issued an appeal on August 6, 1914, for a national fund of which he became the treasurer. Queen Mary added an appeal to the women of the country to give their services in the local administration of the fund which was known as the National Relief Fund. The executive committee, composed of leading members of Parliament, decided to entrust the distribution of military grants to the Soldiers' and Sailors' Families Association. "The Association had long experience of work of this nature, and had satisfactorily undertaken the distribution of large sums during the South African War, and the Committee felt it desirable to secure the cooperation of the only existing organization in close touch with the War Office and the Army Pay Offices throughout the country, and possessing special experience in the intricacies of naval and military scales of pay."¹⁰

During the first two months of the war the money dispensed by the Association was mostly in the form of gifts, but later its work was rather that of making advances on allowances and supplementing inadequate grants.¹¹ The advances were largely recovered upon the payment of allowances by the government.

The inadequacy of the scale of separation allowances was so apparent that the executive committee of the National Relief Fund authorized the Soldiers' and Sailors' Families Association to increase the allowances to a scale which was then adopted by the government. When the same committee extended allowances to dependents other than wives and children, and finally to unmarried mothers who made a real home for their children, the government adopted the same policy by an army order of October 27, 1914.

On November 18, 1914, Parliament appointed a select committee to consider a scheme of pensions and grants for disabled officers and men and their dependents. In their first report¹²

¹⁰ *Ibid.*, p. 4.

¹¹ *Conference on War Relief and Personal Service*. London, 1915, p. 12.

¹² Great Britain: Select Committee on Naval and Military Services, Special Report, 1915.

presented to Parliament in January, 1915, they proposed an increase in the government scale of pensions and allowances and suggested that the National Relief Fund and other local funds be invited to supplement the government rates where it appeared to be desirable, having regard to all the circumstances of the case. In its second special report to Parliament, in April, the committee proposed that a statutory committee of the Royal Patriotic Fund (alluded to above), to be composed of 25 persons, should be appointed to decide questions of fact in regard to pensions payable to dependents other than wives and children and, in proper cases, to supplement out of voluntary funds of a national character the separation allowances and pensions paid by the state.¹³

In the meantime, the Local Government Board appointed a committee in February, 1915, upon the provision of employment for sailors and soldiers disabled in the war. The chairman of the committee was Sir George H. Murray, who was also chairman of the executive committee of the National Relief Fund. The report to Parliament of the Disabled Sailors and Soldiers Committee declared that "the care of the sailors and soldiers, who have been disabled in the war, is an obligation which should fall primarily upon the State; and that this liability cannot be considered as having been extinguished by the award of a pension from public funds. We regard it as the duty of the State to see that the disabled man shall be, as far as possible, restored to health, and that assistance shall be forthcoming to enable him to earn his living in the occupation best suited to his circumstances and physical condition."¹⁴

The Committee proposed that the after-care of a man discharged from military service because of disability should be entrusted to a central committee acting under the direction of some government department. "Such a Committee should include representatives of the Admiralty, of the War Office, of the Board of Trade, of the Local Government Board, of the

Board of Education (in relation to technical training), of the Board of Agriculture and Fisheries, of the National Health Insurance Joint Committee, of employers of labor, of trade unions or other labor organizations, and of the existing voluntary agencies for obtaining employment for discharged soldiers and sailors."¹⁵

The Committee reported May 4, 1915. On November 10, 1915, the Naval and Military War Pensions, etc., Act, 1915, was passed by Parliament.¹⁶ The purpose of the Act was "to make better provision as to the pensions, grants, and allowances made in respect of the present War to officers and men in the Naval and Military Service of His Majesty and their dependents, and the care of officers and men disabled in consequence of the present war, and for purposes connected therewith."

It provided for a Statutory Committee of the Royal Patriotic Fund Corporation, to consist of twenty-seven members composed largely as outlined by the Committee on Disabled Sailors and Soldiers. The Statutory Committee was to be assisted by local committees in every county, county borough and urban district having a population of not less than 50,000. The composition of the local committee was left to the local council, but it was stipulated that it should include some women, some representatives of labor and members of the Soldiers' and Sailors' Families Association and the Soldiers and Sailors Help Society. The Statutory Committee, assisted by the local committees was, in general, to supplement, out of funds at its disposal, allowances or pensions deemed to be inadequate, or to make advances on delayed payments; to decide questions of fact relating to allowances and pensions; "to make provision for the care of disabled officers and men after they have left the service, including provision for their health, training, and employment."

The Statutory Committee was thus to assume, under government supervision, the duties discharged by the National Fund working in conjunction with the two associations already mentioned. It was expected that the work of supplementing inadequate allowances and pen-

¹³ Great Britain: Select Committee on Naval and Military Services, Second Special Report, 1915.

¹⁴ Great Britain: Report of Disabled Sailors and Soldiers Committee, p. 2.

¹⁵ *Ibid*, p. 6.

¹⁶ 5 and 6 Geo. 5, c. 83.

sions would still go on, as the government did not see its way clear to establish a flat rate of pensions sufficiently liberal to meet the necessities, or elastic enough to provide for differences in pre-war incomes. To do this the Statutory Committee was expected to raise funds for the purpose. But it soon became evident that this was impractical, for it was felt in many quarters that inasmuch as the State had undertaken to direct the work formerly done by voluntary organizations, it should also provide the funds. So the Committee was given an initial grant of £1,000,000, a sum that was subsequently largely increased.

This plan had not been long in operation before it was seen to be faulty in that no responsible ministry was charged with this large expenditure of public funds. The Statutory Committee was only a quasi-official organization and, not being a governmental department, could not communicate directly with other departments.

Furthermore, the responsibility for the care of the disabled man was divided between the Commissioners of the Royal Chelsea Hospital, the Admiralty, and the Statutory Committee. In 1681 the Royal Chelsea Hospital was founded by Charles II as a kind of soldiers' home, after the order of the Hôtel des Invalides. The granting of pensions to disabled soldiers had for over two centuries been in the hands of the Chelsea Commissioners. The record of those two hundred years is filled with hardships to the disabled soldier because of the inadequacy of the pensions and the fact that for a long time the pension funds were largely drawn from the soldiers' pay in the form of compulsory contributions. The Commissioners also supplied the crippled with artificial limbs. The Admiralty looked after the disabled in the navy which had its own scale of pensions. The functions of the Statutory Committee have already been stated.

A MOVE TOWARDS UNIFICATION

In order to unify the administration of pensions, grants, and allowances to men discharged from service because of physical unfitness, Parliament passed in December, 1916, the Ministry

of Pensions Act,¹⁷ by which all the powers and duties with respect to these were transferred from Chelsea Hospital, the War Office, and the Admiralty to the Ministry of Pensions.

No change was made in respect to the Statutory Committee, which was now made responsible to the Ministry of Pensions, and the local committees continued to function as before. But it was not long before it was found that it was inconvenient to have the responsibility divided between the Statutory Committee and the Ministry of Pensions, and in April, 1917, the former asked that its functions be transferred to the Ministry of Pensions and that it cease to act. The request was granted and the Statutory Committee passed out of existence August 31, but the local committees continue to perform their work under the direction of the Ministry of Pensions.

The basis upon which pensions were at first awarded to disabled men was compensation for decreased earning capacity. Upon his discharge the man appeared before a medical military board which made a rough estimate of his decreased earning capacity due to his injury and awarded a temporary pension accordingly. After a time, perhaps in six months, he would be re-examined and if his earning power had been increased through training, or he had been able to secure remunerative employment, his pension might be decreased. The result was that the incentive to take training was removed inasmuch as it was liable to result in a reduction of his pension. It was quite evident that a different principle in the awarding of pensions would have to be adopted if 'pension hysteria' were to be obviated. All the other allied countries have been forced to meet this difficulty in a similar way.

SETTLING THE PENSION QUESTION

The Royal Warrant of 1917 bases a man's pension upon the degree of his physical disability—not upon the decrease in his earning capacity.¹⁸ A private who is discharged because of physical unfitness attributable to military

¹⁷ Great Britain: The Drafts of a Royal Warrant and of an Order in Council for the Pensions of Soldiers and Sailors Disabled, etc., 1917, p. 11.

¹⁸ 6 and 7. Geo. 5. c. 65.

service receives 27s. 6d. a week during his lifetime if he is accounted totally disabled. Officers receive more according to their rank. A man is accounted totally disabled, for pension purposes, if he has lost two or more limbs, a limb and an eye, the sight of both eyes or certain other specific disablements. He is considered to be eighty per cent. disabled if he has suffered the loss of both feet, a leg at the hip, a right arm at the shoulder, or the loss of speech. A short amputation of the thigh, the loss of a left arm at the shoulder or of a right arm above or through the elbow is counted as a seventy per cent. disablement, and so on through a schedule of specific injuries down to what is counted as a twenty per cent. disablement. Below that degree the man is given a lump sum once and for all. This is termed a 'gratuity'.

The warrant states that "when a permanent pension has been granted it shall not be altered on account of any change in the man's earning capacity, whether resulting from training or other cause." This effectually laid the ghost of pension bugaboo. When the men learned that whatever they were able to earn was just so much to the good, the incentive to take training was greatly increased.

It is quite possible that a man who is accounted to be totally disabled, say, through the loss of a hand and a foot, may be trained to earn a fair wage which, when added to his pension, will enable him to raise his standard of living. It is a fact that there are some disabled soldiers who are in better financial circumstances now than they were before the war because of this dual source of income.

In addition to his disability pension a man is to receive an allowance of 5s. a week for the first child under 16 years of age, 4s. 2d. for the second child, 3s. 4d. for the third child and 2s. 6d. for each child after the third. These allowances may be continued beyond the age of 16, up to 21 years if the child is receiving education in certain schools or is incapable through infirmity of earning a living.

The new warrant also introduces an element of elasticity and of adjustment to a man's pre-war wage by a scheme of alternative pen-

sions. The effort has been made to restore a man approximately to his pre-war standard of living. If a man can show that his pension, with children's allowances and the wages he is capable of earning, falls short of his pre-war wage, he may be granted in lieu of his pension and children's allowances an alternative pension "which; together with the average earnings (if any) of which he is judged capable, shall not exceed his pre-war earnings, up to a maximum of 50s. a week, plus half of any pre-war earnings between 50s. and 100s. a week." This somewhat complicated arrangement inures to the benefit of the skilled worker who was earning high wages before the war.

OCCUPATIONAL TRAINING

We must now consider the state's plan for affording a disabled man such occupational training as he may need to fit him to again become a wage earner in spite of his handicap. Every crippled man has residual powers which may, through training, be turned to his economic and moral benefit. The man who lies down on his pension when he might be a productive unit in industry not only suffers loss himself but is a drag to society, however much his services to his country may deserve grateful recognition. No better recognition can be given his services than to put him in the way of returning to a life of normal and improving activity.

Section 6 of the Royal Warrant provides for the support of a man and his family during his period of training and the payment of all fees involved. It provides, in general, that when it is deemed best that a man should receive training in a technical school, or otherwise, that he shall receive his total disability pension of 27s. 6d. a week and, if his training necessitates his living away from home, his family is to receive, in addition, such allowances as would fall to them in case he were dead. In other words, during training he is paid as if he were totally disabled and his family as if he were dead. A deduction of 7s. a week is made to cover his maintenance while living in an institution, all fees for tuition are paid and, in addition, he is given a bonus of 5s. a week for the whole period of his training.

It may help to an understanding of the state's plan if we follow the fortunes of a man from the time he is injured until he is placed again in industry.

Prior to a man's enlistment his standard of living was generally determined by the wages he received. Upon his enlistment he received his soldier's pay of 7s. a week and upwards, according to the branch of service, his rank and period of service. Out of this pay the private must allot 3s. 6d. a week to his family. The government adds to this allotment 9s. a week for a wife, 5s. a week for the first child, 3s. 6d. for the second and 2s. for the third and each additional child. This constitutes the 'separation allowance' for the maintenance of the family while the bread winner is in military service. It is paid weekly in advance through the post office.

From the moment a man is so seriously injured at the front that his discharge from military service is inevitable, because of physical incapacity, his return to his pre-war status in civil and industrial life is begun. The state has recognized its obligation to assist him all the way back. During the first part of his return trip, that is, until his medical treatment has advanced to such a stage that he can be fitted with an artificial limb, in case he needs one, and can get the further care he may require as an out-patient, he is under military authority. During the second stage of his return, after his discharge from the army or navy, the state continues its care under civil authorities acting through the War Pensions Local Committee.

After receiving first aid near the scene of action, he passes through the clearing station to the base hospital, and thence to a first grade hospital in 'Blighty'. If he needs special orthopedic care he is sent to one of the seven or more military orthopedic hospitals. If he has suffered the amputation of a limb he goes to a 'limbless' hospital and is given every opportunity to make as complete a recovery as modern science can assure.¹⁹ He is given massage, electrical treat-

¹⁹ There are five military hospitals for limbless men: Pavilion Military Hospital, Brighton; Alder Hey Auxiliary Hospital, Liverpool; Scottish National Red Cross Hospital, Bella Houston, Glasgow; Edinburgh War Hospital, Bangour; Welsh Metropolitan War Hospital, Whitechurch near Cardiff.

ment, mechanotherapy, and other forms of treatment designed to restore functional activity in the injured member and fit the stump for an artificial limb.

Chief among the therapeutic agents is manual work of some kind. This is styled 'occupational therapy'. For this purpose workshops have been established in the principal limbless hospitals, notably at Brighton where the work is supervised by vocational experts drawn from existing technical schools. Functional activity in the injured member is less delayed by the discomfort of exercise when the mind is intent upon accomplishing a bit of work than when a prescribed motion is followed because of its therapeutic value.

It is during this early stage of his recovery that a disabled man is given the first opportunity, under military supervision, to begin a course of training that may fit him either to resume his former occupation or enter a new one. The training is not compulsory but the men are strongly urged to begin a training that can be continued in a technical school after their medical treatment has been completed and they are discharged from military service. The principal courses given in Brighton are in commercial subjects, wood and metal working, motor mechanics and electrical engineering.

The disabled man may remain at the limbless hospital from three to six months before he is ready to be fitted with an artificial limb. He is then sent to a 'fitting' hospital, the most notable one being at Roehampton. This was the first hospital to establish a workshop adjunct. The shops are called the Queen Mary Workshops in honor of the Queen who contributed to their establishment.²⁰ Here the stay is of shorter duration than at Brighton, generally lasting from ten days to three weeks. Surgeons examine the candidate for a limb and prescribe the kind they think best adapted to his needs.

There are several manufacturers of artificial limbs with workshops on the hospital grounds. The material used is largely willow wood grown

²⁰ Other fitting hospitals are: Princess Louise Scottish Hospital for Limbless Sailors and Soldiers, Erskine House, Glasgow; Edenhall Hostel, Kelso; Prince of Wales' Hospital, Cardiff; Ulster Volunteer Hospital, Belfast; Princess Patricia's Red Cross Hospital, Bray, Co. Wicklow.

in the United States and covered with raw hide. When a man has lost both arms he is generally fitted with one ordinary arm and a Carnes' arm, an expensive and complicated American invention.

When the limb is made and fitted, a period of trial is begun with frequent inspection to test its suitability and to enable the recipient to accustom himself to its use. In the shops at Roehampton practically the same trades are taught as at Brighton and a man who has availed himself of the longer period of training in the former hospital may reap further vocational benefits while being fitted.

After a man has been fitted with an artificial limb and has acquired some proficiency in its use he is ready for discharge from military service. Up to this point he has been receiving his army pay and his family its separation allowance. His treatment and his limb have been furnished by the military authorities. His discharge will work a change in his status. He will pass out from under the care of the War Office and his future will be directed by the Ministry of Pensions working through the Local Committee of the district from which he enlisted.

When the extent of a man's disability is determinable, as is the case with a limbless man, his pension is fixed at once according to the schedule of disabilities put forth in the Royal Warrant of 1917. In the case of a man whose injury has not reached its final stage a provisional pension is awarded which may be either increased or decreased according to the results of further treatment. But when the final stage has been reached, and it is believed that the permanent results are determinable the man is granted a pension²¹ which cannot be altered to his disadvantage however great an earning capacity he may develop. But should his disablement increase, from causes attributable to his military service, the question may be reopened at his request and the amount of his pension readjusted to his benefit.

Upon his discharge from military service the man is given a card prescribing the further medical treatment he should have. He has al-

ready been visited in the hospital by a representative of the Local Committee of the district in which the hospital is located who obtains the facts about his former employment, his preferences and any other information that may be helpful to the Local Committee of his home district in planning for his future. This information is sent to the Local Committee of the district into which he will go on discharge.

The experience at Roehampton is that men under treatment fall into three classes (1) men who are prepared to work anywhere and for whom employment must be provided; (2) men who will return to their former employers; (3) men who will only work in the vicinity of their own homes.

Several courses are open to the disabled man upon his return to his home. He may remain idle and attempt to live on his pension, in which case his standard of living is likely to decline. Or, he may seek such employment as he may enter without training. The temptation to do this at present, when there is an abundance of work even for handicapped men, is very strong. If he slightes the training offered at the state's expense he is in danger of entering a 'blind alley' occupation in which there will be no chance for a disabled man at the close of the war when the able-bodied return to compete with him. If he yields to this species of opportunism his standard of living may keep up for a while, but it is likely to fall rapidly when normal industrial conditions return.

The other course open to him, and the one the authorities urge him to take, is to undergo training for some approved occupation at the expense of the state.

It is the duty of the Local Committee to get in touch with a discharged man on his return home and look after his needs. If he needs further medical treatment, as indicated on his discharge card, he is to be directed to some hospital where he may receive the necessary care at the state's expense. The Royal Warrant stipulates that if a man will not undergo the prescribed treatment one half of his pension may be withheld. But this extreme measure is not adopted except in the case of contagious diseases, such as tuberculosis.

²¹ This is termed the 'minimum pension'. For the 'alternative pension', see page 9.

Training is not compulsory but it is the duty of the Local Committee to urge it upon disabled men, as the instructions of the Ministry of Pensions indicate: "The Local Committee should regard themselves as responsible for all discharged men of this class living in their area. They should make it their business to get in touch with every such man, whether or not he has obtained employment or occupation since his discharge, and see that the treatment or training which his condition needs is secured for him when he needs it. Many men are able very readily at the present time to obtain employment of one kind or another, but such employment may, owing to their physical condition be actually detrimental to their permanent health. Others may drift into occupations in which their employment may only be temporary, whereas if they had received training for a skilled occupation they would have the prospect of permanent employment. It is vitally important both in the man's interest and in that of the nation that any case which needs either treatment or training should be taken in hand at once. Local Committees must not be content with dealing only with the men who happen to present themselves to them for assistance; they must see that they have information as to the condition of all discharged pensioners in their areas, and make a point of getting in touch with them directly they are discharged."²²

It is not expected that every disabled man will be a proper subject for training and the Local Committee is not authorized to undertake a course of training 'for *any* man who merely fancies a new occupation in place of his old one'.²³ It is to be guided in its decisions by several considerations: (a) the man's previous occupation; (b) the suitability of the occupation to the man's age, disablement and physical condition; (c) the recommendation, if any, as to training which may be indicated on the notification of award of pension, or in any report by a hospital visitor; (d) the opportunities for earning a permanent livelihood in the occupation.²⁴

²² Great Britain, Ministry of Pensions: Instructions and Notes on the Treatment and Training of Disabled Men, p. 22.

²³ *Ibid.*, p. 39.

²⁴ *Ibid.*, p. 10.

Stress is rightly laid upon the necessity of guiding the man into an occupation that affords good prospect of permanent work at a living wage.

TRADE ADVISORY COMMITTEES

The training of any large number of men for industry involves questions affecting both the employer of labor and the working classes. To undertake to place a large number of men in a particular trade might disturb conditions in that industry and arouse antagonisms that would be unfortunate. For this reason the Ministry of Labour, cooperating with the Ministry of Pensions, has set up Trade Advisory Committees made up of an equal number of representatives of organizations of employers and workpeople for 'special trades' that are likely to be affected by the training of disabled men. It is the duty of these committees to advise the Ministry of Pensions as to conditions under which the training of disabled men in the various trades can best be given, the best methods of training, the suitable centers for it, and generally to secure uniformity in the training.²⁵

Trade Advisory Committees have been appointed for the following special trades: (1) engineering and ship building; (2) building (with 6 sub-committees); (3) printing trades; (4) furniture; (5) leather goods; (6) boot and shoe manufacture (machine); (7) hand-sewn boot and shoe making and repairing; (8) tailoring; (9) cinematograph industry; (10) cane and willow; (11) jewelry trades; (12) brush-making; (13) dental mechanics.²⁶

Five of these Trade Advisory Committees have already published reports upon openings in industry suitable for disabled sailors and soldiers.

The Trade Advisory Committee on the Training of Electricity Sub-station Attendants²⁷ was made up of two members of electric power companies and two members of the Electrical Trades Union. They report that the work can be done by men who have lost one leg, if they are able to stand two hours at a stretch, and by men who have lost one arm as long as they

²⁵ *Ibid.*, p. 42.

²⁶ War Pensions Gazette, London, November, 1917, p. 81.

²⁷ Great Britain, Ministry of Labour: Report upon Openings in Industry suitable for Disabled Sailors and Soldiers. No. I, Attendants at Electricity Sub-stations.

have the full use of the other arm, hand and fingers. The work does not require much skill and could be taught to a man who had done unskilled work provided he is intelligent and adaptable. The committee is a little more liberal in its requirements than the Battersea Polytechnic which will not take a man for training in that work who has lost an arm. A man must be able to keep records, make simple calculations and use a telephone. At the Northampton Polytechnic Institute, London, the course of training includes: (a) workshop practice in wiring and the use of simple tools; (b) powerhouse demonstrations to familiarize the students with switching-gear and running machinery; (c) electrical and physical laboratory work of a simple nature; (d) class demonstrations in the elements of electrical engineering and simple engineering physics; (e) the writing of reports upon the demonstration and laboratory work; (f) a brief oral examination at the end of the course. The length of the course is from two to three months. Between June, 1916, and February, 1917, this school trained 111 men, of whom 78 were placed. There have been twice as many applications from employers for men as there have been men available for training.

The Trade Advisory Committee on Employment in Picture Theatres²⁸ is made up of four representatives of the Cinematograph Trade Council, two representatives of the National Association of Theatrical Employees, one representative nominated by the Joint Committee of the Amalgamated Musicians' Union and the National Orchestral Association, and one representative of the Electrical Trades Union. A man who has the use of both arms and all his fingers but may have lost a leg may be trained to be an operator. A man who had lost an arm could be a door keeper. The prospects are good in this growing trade inasmuch as at present there are 4,000 moving picture theatres in the United Kingdom, sixty per cent. of which employ an assistant as well as an operator. The Regent Street Polytechnic, London, trains for this work. A man may become a first class assistant in about twelve weeks.

²⁸ Great Britain, Ministry of Labour: Reports upon Openings in Industry, etc. No. II, Employment in Picture Theatres.

Retail custom tailoring affords a fair prospect for training men in England after the war in an industry that did not have sufficient journeymen before the war, according to the committee on that trade.²⁹ A special twelve months' course for disabled soldiers and sailors has been established at the Regent Street Polytechnic with the concurrence of the associations of employers and workpeople. The Merchants Venturers' Technical College, Bristol, is to have a similar course.

Agricultural motor and tractor work³⁰ is sure to have a large development in the United Kingdom after the war. While this work could be done by men with some physical disability, even to the loss of a leg, it is particularly suitable for men suffering from shell-shock, gassing, neurasthenia or tuberculosis for whom life in the open air is desirable. The Battersea Polytechnic has a three months' course in this industry which was approved by the Statutory Committee.

The report on openings in the furniture trade³¹ was prepared by a committee composed of eight representatives of employers' associations and an equal number of trades unionists. The industry was analyzed into thirteen processes, in each of which a man with an artificial leg could be employed. The Ministry of Pensions has adopted certain regulations governing the training of disabled men. The course of training is divided into a probationary period spent ordinarily in an approved technical school, and an improver's period always in a factory or workshop. The length of training and minimum wages payable by the employer are regulated. The man is to be tried out for a month and if he does not make good his training is to cease. After his training the wages paid by the employer must be reported to a joint shop committee to guard against any unfairness.

Besides these Trade Advisory Committees there are local Technical Advisory Committees in each locality for each trade approved by

²⁹ Ministry of Labour: Report upon Openings in Industry, etc; No. III, Tailoring, Retail Bespoke.

³⁰ Ministry of Labour: Report upon Openings in Industry, etc; No. IV, Agricultural Motor Tractor Work.

³¹ Great Britain, Ministry of Labour: Report on Openings in Industry, etc; No. V, Furniture Trade.

the Ministry of Pensions. Their function is to consult with the Local Committee as to the selection of suitable candidates for the trade and the suitability of the training offered in technical schools and workshops with special reference to the prospects of permanent employment, the rate of wages offered at the termination of the training, and any other technical point involved in the question.³²

The Ministry of Pensions seems to lay no restrictions on the training of disabled men in any agricultural school, farm colony or croft established or assisted by the Board of Agriculture and Fisheries. Certain conditions are imposed upon training in technical schools and workshops.

TRAINING IN TECHNICAL SCHOOLS

When the first World's Fair was held in London in 1851 and the wares of France were exhibited in competition with those of the English, the latter realized that they needed to educate more and better artisans. There followed a period of growth in trade training with the result that today there are more than 150 technical schools in all parts of the United Kingdom, many of them being under the local education authorities. With these available facilities for technical and trade training the Ministry of Pensions takes the position that a disabled man should not be sent away from home for training unless the step is clearly justified.³³

While the Local Committee is the natural unit for dealing with the man in the first instance, especially in the matter of allowances and pensions, being in a position to know his personal circumstances, it soon became apparent that a larger unit was necessary in arranging for his re-education. The educational facilities of a larger district than a town should be pooled to provide training in the varied industries suitable to men of different capabilities and previous industrial experiences. Accordingly, early in 1917 the Ministry of Pensions cooperated with the Local Committees in forming

Joint Committees over districts embracing whole counties, as in the case of Yorkshire, or combinations of contiguous counties. There were eleven Joint Committees formed in England, two in Wales, four in Scotland and three in Ireland.³⁴

These Joint Committees made a survey of the educational facilities within their bounds and in some instances drew up, with the cooperation of local education authorities, a schedule of trades and industries for which training could be secured in certain centers within the district. The schemes for the highly industrial counties of Lancashire and Yorkshire have been published.³⁵ In Lancashire, a county that has about the same area as Long Island, training in every conceivable industry was arranged in forty-four centers. Correspondence conducted by the Institute with a number of the schools listed in these schemes revealed the fact that many technical schools had not been called upon to train any men as late as August. The reasons given were that the more severely injured men were not yet in a condition to be trained and the state of industry was such that many could find employment without special training. Some stated that more men were beginning to come to them and the numbers would probably increase with the progress of the war. It was also stated that the soldiers of the old army were less susceptible to training than the recruits to the new army because the latter had been largely drawn from industry.

The rather ambitious scheme outlined by the Yorkshire committee offers facilities for training in the engineering trades in eight centers, in electrical trades in six, in textile industries in eight, in chemical industries in eight, in leather industries in four, in building trades in ten, in printing in seven, in the furniture trades in three, in the clothing trades in three, in art industries in fourteen, in commercial and clerical occupations in ten, as local inspectors in three,

³⁴ War Pensions Gazette, London, June 1917, p. 18; September, 1917, p. 54-55.

³⁵ Lancashire and Westmoreland Advisory Committee. Care, treatment, training, and employment of discharged disabled soldiers and sailors. Report on proposed cooperation, etc.

War Pensions Committee in Geographical County of Yorkshire. Report of advisory committee on training disabled men.

³² War Pensions Gazette, London, November, 1917, p. 81.

³³ Great Britain, Ministry of Pensions: Instructions and Notes on the Treatment and Training of Disabled Men, p. 45.

in coal mining in three, in agriculture and horticulture in two, in nautical occupations in one, and in other miscellaneous occupations in four. Lancashire offers training in practically the same branches of industry.

The Minister of Pensions writes that the subjects found most successful have been carpentry, cabinet-making, motor mechanics, engineering, electrical trades, shoemaking and oxy-acetylene welding. Motor mechanics has proved to be a popular trade, so popular that it is being discouraged to some extent.³⁶ It is feared that it will not prove to be a good trade after the war when the disbanding of the transport service will release a host of able-bodied motor drivers. Men should be trained as garage mechanics rather than as chauffeurs. A Parliamentary committee appointed to consider whether men suffering some partial physical disability should be licensed to drive motor cabs, omnibuses and trams has reported adversely on the ground of public safety.³⁷ Wireless telegraphy, telephone operating and clerical work are discouraged as likely to be crowded occupations after the war. Saddlery and harness-making is a waning trade and poultry farming is considered unsuitable because of the capital required.

The Local Committee is not free to go ahead and make arrangements with local institutions to undertake the training of disabled men without submitting to the Ministry of Pensions a 'scheme' for its approval. This precaution is taken in order that any one industry may not receive an undue proportion of disabled men. A technical school must have the approval of the local education authority before it can be used for training a disabled man, unless the Ministry of Pensions determines otherwise.

The fees which the Ministry of Pensions will undertake to pay for the training of disabled men are only those paid by the ordinary student attending the institution, unless it can be shown that special arrangements have been made involving an additional expense. In such a case the

'out of pocket' expenses will be met by the government up to a maximum of 7s. 6d. a week per capita. This maximum seems to be exceeded in some cases when the circumstances justify a larger fee. Some schools state that disabled soldiers and sailors are admitted to the regular courses with ordinary students without charge.

It is not expected that the course will ordinarily take more than six months. It must therefore be a short, intensive course designed to fit an adult in as brief a time as possible to become a wage earner. Much that is thought necessary for the training of a young apprentice may wisely be omitted from the course. It is the judgment of the Ministry of Pensions that the training should be given in the daytime and for at least thirty hours a week.

While a man is undergoing training in an institution away from home it is not thought best that he should be allowed more than five shillings spending money per week. The sum of seven shillings a week is deducted for his maintenance and the balance of his total disability pension of 27s. 6d. is either sent to his wife or is allowed to accumulate and is paid to him upon the completion of his training, together with a bonus of five shillings a week.

Many of the English technical schools are engaged in training munition workers under arrangements with the Ministry of Munitions. Several of these accept disabled soldiers if they give promise of training as rapidly as others. Instruction is not given in classes but beside the machine. In the Technical Institute at Loughborough, England, for example, the training generally requires a month, but after a week of satisfactory progress maintenance allowances are paid to full time workers. Soldiers get an allowance during training not to exceed 9d. an hour. The demand for munition makers has been so great that trained workers have had no difficulty in getting work at high wages. The prospectus of the Loughborough Technical Institute says: "Permanent employment after the war cannot be guaranteed, but the experience received in fitting, turning, and the manipulation of automatic machines should stand the disabled man in good stead subsequently."

³⁶ War Pensions Gazette, London, September, 1917, p. 49.

³⁷ Great Britain: Licensing of Partially Disabled Men as Drivers of Public Vehicles.

TRAINING IN WORKSHOPS

The conditions attending the training of men as workers in munition factories, therefore, are different from those in ordinary training in technical schools. There are also different regulations for training in a private workshop or factory. Should the Local Committee decide that it would be advantageous to train a disabled man in a workshop it must first consult the Local Technical Committee, composed of representatives of the organizations of employers and work people in the particular industry, before submitting a scheme to the Ministry of Pensions. It must satisfy itself that the employer will give the trainee proper instruction and that there are good prospects of the man securing permanent employment at a fair wage, considering the man's capacity and the prevailing wages in that industry. An employer must not take men for the ostensible purpose of training, but really to supply a temporary shortage of labor. The man must be given such a knowledge of and training in the processes of the industry as will give reasonable assurance of his securing permanent employment when his period of training is over.

No fees are to be paid an employer for training a disabled man and he is expected to pay the man such wages as will represent the net value, if any, of the man's work to him. Any wages paid are deducted from the amount credited to a man for his training. If a man is not taking full advantage of his opportunities his training may be discontinued.

ADVISORY WAGES BOARDS

The question of wages for a man whose industrial efficiency is less than 100 per cent. because of a physical handicap is a difficult one in the face of the attitude of labor towards a minimum wage standard. The fact that a disabled soldier or sailor is receiving a pension does not simplify the matter. Of course the ideal in vocational re-education is to so develop and direct a man's residual powers as to make him 100 per cent. efficient in the particular job for which he is trained. But this ideal cannot always be attained. There will be men incapable of doing a full job whose wages must be settled

upon an equitable basis. The Ministry of Labour has set up in many of the principal industrial centers Advisory Wages Boards to give advice in this matter. A board is made up of a permanent chairman appointed by the Ministry of Labour, representatives of employers and of labor together with not more than three members of the Local War Pensions Committee, who have no vote. The advice of this board may be sought by any employer or workman or the secretary of a Local Committee in regard to the wages any individual should receive in a particular occupation. The board is instructed to take into consideration the man's physical capacity and the current rate of wages for that industry and locality. But it is not to take account of the fact that the man is entitled to a pension. Whether or not it can remain entirely uninfluenced by this fact may be an interesting speculation.

The attitude of the Labour Party towards the training of disabled men is defined by G. J. Wardle, M.P., executive chairman of the Labour Party in 1916. He says: "Subject to there being no diminution in standard of living, or possibility of the disabled man being used to defeat the legitimate objects which the Trades Unions have in view, the Trades Unions are not only sympathetic but desire to assist the disabled in every possible way to secure employment on remunerative work."³³

PLACEMENT

After a man has been trained he must be placed in industry. If he has been trained in a workshop it has been with the expectation that he would be given regular employment in that shop. Some of the technical institutions make an effort to find employment for their trainees. Under present industrial conditions resulting from the war this has not been a difficult task. Conditions will be far different when the war is over and demobilization begins. Many of the discharged men will expect to return to their former occupations and the untrained cripples will face a difficult situation. Even the trained man with a handicap will

³³ G. J. Wardle, *The Labour Party and the Disabled; Recalled to Life*, No. II, p. 233.

find that the stress of economic pressure will put a heavy strain upon the patriotic motives of employers. That the employers are now responding to the appeal to give the disabled man a chance is shown by the fact that between May, 1915 and December, 1916 they stipulated in 24,635 cases that preference should be given to disabled soldiers and sailors. But past experience should warn against placing too much dependence upon a nation's gratitude to its defenders when the keen competition of normal times returns.

John Galsworthy's forecast of the after-war lot of the untrained cripple is not very rosy. He writes: "A few years hence, when people have begun to hate the memory of a war which will have made the struggle for existence harder, the universal feeling towards the maimed soldier will become: 'Well, he's got his pension, that ought to be enough. Besides, he had his opportunity to get training for special employments, and did not take it. Life's much too hard nowadays for sentiment—they must run their chances now with the rest of us, in fair competition'. We know what that means—the weakest go to the wall."³⁹

Most excellent is the advice given in an address to disabled soldiers about to be discharged from service regarding the necessity of taking advantage of the training offered by the state. "You must all remember, in this connection, that the condition of the labor market to which you are returning just now is not what it is in normal times, or what it will be after the war. Therefore, although it is comparatively easy to earn good wages in munition factories and other jobs just now, after the war such posts will either not exist, or will be given to more capable craftsmen. So you should consider seriously whether, if you have an opportunity it would not be better to become a *skilled* workman with the chance of a definite wage after the war, than a munition worker now, and unemployment staring you in the face when the war is over."⁴⁰

By the Labour Exchanges Act of 1909, England established a national system of employ-

ment bureaus throughout the United Kingdom.⁴¹ With their branches and sub-agencies they cover the whole country with a net-work of interrelated and coordinated employment bureaus. They have facilities for finding work for a man either in his own locality or elsewhere. The main dependence for finding employment for the disabled man must be placed upon this state agency.

HEALTH INSURANCE

The National Insurance Act of 1911 contains provisions whereby men serving in the naval and military forces of the Crown are, unless they elect otherwise, insured as if they were in employment. A deduction of 1½*d.* is made from the soldiers' pay for insurance. Men disabled in service will receive all the benefits to which they are entitled under the Insurance Act, in addition to any pension they may be awarded except men granted the total disablement pension who will have their rate of 'sickness' benefit reduced by five shillings a week and will not be entitled to 'disablement' benefit under the Insurance Act. Pensions in respect of a lower degree of incapacity than 100 per cent. do not affect the rate of benefit but the man will only be entitled to sickness benefit if he be incapable of working.⁴²

EMPLOYERS LIABILITY

A question which troubled employers who desired to be patriotic and give employment to disabled soldiers and sailors was the matter of the rates they would have to pay. Employers hesitated to take disabled men because of the higher premiums they thought would be exacted for insuring such employees. The difficulty was happily solved by the insurance companies' announcement that they would insure disabled soldiers and sailors at the same rate as normal workers.

SUMMARY

England now has a state system for the care of the disabled soldier or sailor from the time he is wounded until he is again established in

⁴¹ Bruno Lasker, *The British System of Labour Exchanges*, Bulletin 206, U. S. Dept. of Labor Statistics.

⁴² See *National Health Insurance*; *War Pensions Gazette*, October, 1917, p. 64.

³⁹ *War Pensions Gazette*, London, July, 1917.

⁴⁰ *War Pensions Gazette*, London, November, 1917, p. 81.

civil life as a trained worker. The old *laissez faire* policy of giving the crippled ex-service man an artificial leg and an inadequate pension and then letting him limp through life unassisted save as he was helped by charitable organizations has given place to a policy which frankly avows the state's responsibility to see that he gets the training he needs to enable him to earn a wage which, added to a more liberal pension and allowances, will maintain a respectable standard of living.

The system evolved grew out of the plans voluntary associations formulated for supplementing government pensions and allowances through the activities of local committees of voluntary workers. The local committee was retained as the arm by which a responsible ministry reaches the individual man in the home to which he returns after his discharge from military service. The general composition of the local committee was directed so that it would embrace representatives of those organizations and interests which would naturally be concerned with the social and industrial rehabilitation of the disabled man. Rules were established for the guidance of the local committees to secure uniformity and coordination in their plans. To the local committee has now been added a paid secretary who is responsible to the Ministry of Pensions. Although the salaries are rather small it has been found possible to secure as secretaries men of intelligence and ability. This latest development of the machinery of the Ministry of Pensions gives promise of increased efficiency in dealing with the needs of the disabled man as well as better coordination.

While the principal function of the local committee is to put into execution the plans of the Ministry of Pensions for the full care of the disabled man, including any needed treatment or training, at the expense of the state, it may still at its discretion and from funds voluntarily subscribed supplement the aid of the state in cases of peculiar need and urgency. In this form the old sentiment that any state system would lack elasticity and that there might be cases of peculiar appeal to the principles of equity and humanity still lingers as a kind of appendage to a thoroughgoing government policy.

Where the local committee was found to be too restricted territorially to make the most liberal provision for the training of a man in a variety of trades and occupations the formation of joint committees over a considerable area has secured the syndicating of the facilities for training. At the same time the interests of employers and workpeople have been safeguarded by the appointment of trade advisory committees by the joint action of the Ministries of Pensions and Labour. The adjustment of wages in any locality is facilitated by advisory wages boards appointed by the Ministry of Labour.

England has now a system of care for her disabled soldiers and sailors that is in keeping with the genius of her democratic institutions and in which the widest latitude compatible with national unity and coordination is given to each locality in dealing with the needs of its citizen soldier who was loaned to the country for the defense of the realm and who is received back into his home district and again fitted into its social and industrial life at the expense of the state.

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