

4. (1) Wherever possible, disabled workers should receive training in company with able-bodied workers, under the same conditions and with the same pay.
 - (2) Training should be continued to the point where the disabled person is able to enter employment as an efficient worker in the trade or occupation for which he has been trained.
 - (3) Wherever practicable, efforts should be made to retrain disabled workers in their former occupations or in related occupations where their previous qualifications would be useful.
 - (4) Employers with suitable training facilities should be induced to train a reasonable proportion of disabled workers.
 - (5) Specialized training centres, with appropriate medical supervision, should be provided for those disabled persons who require such special training.
5. (1) Special measures should be taken to ensure equality of employment opportunity for disabled workers on the basis of their working capacity. Employers should be induced by wide publicity and other means, and where necessary, compelled to employ a reasonable quota of disabled workers.
 - (2) In certain occupations particularly suitable for the employment of seriously disabled workers, such workers should be given preference over all other workers.
 - (3) Efforts should be made, in close cooperation with employers' and workers' organizations, to overcome employment discriminations against disabled workers which are not related to their ability and job performance, and to overcome the obstacles to their employment including the possibility of increased liability in respect of workmen's compensation.
6. Employment on useful work in special centres under non-competitive conditions should be made available for all disabled workers who cannot be made fit for normal employment.
 7. Information should be assembled by the employment service in regard to the occupations particularly suited to different disabilities and the size, location, and employability of the disabled population."¹⁰

¹⁰ International Labor Office: Official Bulletin, 1944, 26 (June), 72-73.

To Build or Not to Build

By GRANT CRAWFORD

FOR several years the local governments throughout Canada have been giving consideration with varying degrees of enthusiasm to the matter of planning for the post war years. Their interest was aroused by the work of the Reconstruction Committee of the House of Commons, by their memories of the difficulties resulting from the unplanned

handling of a previous national emergency, the depression of the 30's, and the price paid by all levels of government by reason of the lack of planning in those years.

As a result of publicity along these lines there has been a rising chorus of suggestions and demands from many quarters that the municipalities should plan now for the extensive construction and works programs to be developed

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in the post war period; that the municipalities should undertake the development and promotion of community planning involving all the visionary forecasts and ambitious projects so often associated with the idea of community or town planning by those who are not practical town planners. More recently, not content with the formulation of nebulous plans and pleasant if sometimes impractical visions, there has developed an urge from many sides to get these plans into the "blue-print" stage.

Up to this point the plans for extensive construction programs, and the re-making of our communities, in keeping with the "brave new world" that is to be, have been valuable in calling to the attention of the citizens the possibilities of future development and in causing their elected representatives to review the possibilities and the needs of their communities. But when we come to the proposal to promote these programs and plans to the blue print stage, we are like the drunk with visions of "licking the world" who does no particular harm as long as he merely threatens and talks, but who becomes a hazard when he proposes to actually set out to do it.

Now the reader may ask: What is so dangerous about putting these plans into blue prints? Why not go that one step further to prepare for the post war period? Why wait and face the prospect of delay just at the moment when we want to get under way? In the United States the senior governments are even subsidizing part of the cost of the preparation and drawing of plans by municipalities for post war work. We don't want to be behind. Besides, if the senior governments, Dominion or provincial, decide to subsidize the construction of municipal works, (whether or not they will do so is one of our best kept war secrets), and we aren't ready in our town to start, the money available may all be used up and we won't get our share.

In answer, let us look at the situation which will prevail in the post war years. According to the school of forecasters in

which you put your faith, the termination of the war is going to be followed by (a) years of continuing prosperity or (b) by a period of slump and depression. There is a third even more optimistic group which looks forward to increased prosperity but that is a situation which if it prevails will look after itself. Even official optimism has been reduced from "a job for everyone" to "full employment".

Public Works in Times of Prosperity

Let us deal with the situation under the first two alternatives suggested. If the period following the end of the war is one of maintained prosperity, it is clear that there will be full employment and a large and effective demand for huge quantities of all types of goods and supplies, not only to provide for the needs of countries devastated by war, but to meet the demand for goods for our own people which has piled up during five or six years of restricted civilian production.

If in addition to the demand of the private citizens and private industry for labour and materials we superimpose the demand of large numbers of municipalities for that same labour and those same materials with which to carry on municipal construction programs it seems clear that the municipalities will be doing their work when wages and labour costs will be at their peak and the burden upon the taxpayer will therefore be the heaviest and at the same time, to the extent that labour and materials are diverted to municipal works they will not be available to supply the needs or desires of private demand. While it is generally accepted that the demand for labour and materials for public works which are in the interests of the greater number should take precedence over the satisfying of individual needs or wants, a time when private needs have been so definitely relegated to second place for five or six years would not seem to be a time to stress this policy except in the case of works of very urgent necessity.

One has only to remember back to

the days between 1931 and 1939 to recollect the attitude of many municipal councils in which the members agreed that the proper policy for municipalities to follow, in the interests of their citizens, was to defer capital expenditures in times of prosperity and to build in times of depression thereby gaining for their people the desired result in a period of low labour and materials costs, financing at a period of low interest costs and providing employment when it was most needed. But times have changed and so has the attitude of many. In the words of the poet, and with apologies to our elected representatives:-

"The Devil was sick,
The Devil a saint would be,
The Devil got well,
Devil a saint was he."

Public Works in Depression

Now let us assume that the forecasters of "blue ruin" are correct and that the war is to be followed by years of hard times and depression, (as has been the experience within a very few years following most wars in the past), then, say the "blue printers", you'll wish you had been ready to step right in and build your sewers and hospitals and recreation centres. If, following the war, we are met with a period of depression and wide spread unemployment of any lasting period, we will be faced with a national problem and national problems need and require national solutions. One thing that the urban communities at least in the "30's" should have learned was that the individual unco-ordinated efforts of individual municipalities to solve the unemployment problem by works programs was not only a failure but brought many of them perilously near to bankruptcy. That is not to say that the construction of necessary municipal works as a part of a carefully co-ordinated and integrated program of public works carried on by the three units of government, Dominion, provincial and municipal, cannot be very useful in such an emergency but such a preconceived and prearranged program cor-

related and controlled requires a degree of top level planning of which we have as yet seen no evidence. History may not repeat itself but experience to date would indicate that the use of public works programs as a solution to the unemployment problem follow a pattern, as between our three levels of government, of progressive financial exhaustion working from the bottom up and the municipalities being on the bottom will be the first to be exhausted.

Pressure Groups

The "blue printers" comment in answer to these two alternatives is that the proper approach to the problem is to prepare our plans and be ready relying upon the good judgment of municipal councils to decide when the moment arrives as to whether or not they shall proceed to execute the works planned. Here is where he makes his mistake, for plans prepared and blue printed and in the hands of a council are like spending money in the pockets of the small boy, they burn until they are put to use. Councils would be more than human if they could resist the pressure of interested groups to bring about the realization of their pet projects be they sewers, or swimming pools, hospitals, bridges or band stands.

Not only will councils be unable to resist the public pressure to execute prepared plans and they can argue that it is their job to give the local public what it says it wants and not to resist its demands, but it should be remembered these are plans prepared and drawn in an atmosphere of full employment, ample money and easy tax collections. A period of rising municipal revenues and stable if not shrinking expenditures is not a safe time in which to plan the capital expenditures of an unknown future. Electors can easily be persuaded in an atmosphere of full employment and comparatively high wages to vote for desirable civic improvements to be made and paid for at an indefinite date in the future.

The question will then be asked why

these plans cannot be prepared and blueprinted and then depending on economic conditions which prevail at the close of the war, be reduced in the light of these conditions. The answer is that many of the projects planned by municipalities are for the improvement and enhancement of the municipality. They are the product of the promotion in many cases of serious, well intentioned, public spirited, and community minded groups of organizations who see this as a propitious time in which to get for their community the particular much needed improvement. The minute the last gun is fired and the first fellow citizen is unemployed as a result of readjustments in industry, they are going to urge their councils to start to work, and not to wait to see what conditions in general are going to be, or at what point of employment or prosperity post war "normal" is going to be established, but to get going. Why? Partly in the interest of the men who may be displaced in industry, partly to be sure of getting their project an accomplished fact, partly to obtain for the community the benefits to be derived from the construction of the project. All these are laudable aims conditioned by certain "ifs". But what are the "ifs"? Desirable indeed that the man or woman displaced from industry should thus be given employment, if it is the responsibility of the municipality to provide it (and the senior governments will not object if the municipalities are prepared to try); desirable also that the commendable project should become an accomplished fact, if that is the time to accomplish it, in the light of the two alternative conditions outlined above, and desirable too that the community should obtain the benefits of the project if its relative importance and the circumstances can justify its construction at that particular time. The problem is to satisfy the "if's". The difficulty with having plans and specifications prepared in a period of prosperity and easy money is just the fact that there is no occasion for delay when the time comes for execution, no delay in which to size

up the situation and to see how things are going. Delay, that much abused characteristic of governmental operations, while it may be irksome and at times dangerous is in general the great protection of the citizen and the tax payer against hasty, ill advised and exceedingly expensive action on the part of his representatives.

Intergovernmental Cooperation

What then is the answer to the approach of the municipalities to the post war situation.

This, I think is the situation. In considering the municipal approach we must keep in mind the ways in which the municipal governments differ from the senior governments. Created by the province, their powers are never constitutionally fixed nor their borrowing powers free of provincial control. Their taxing powers are severely restricted and their narrowing tax base largely limited to real property. It is to the provinces that the municipalities must look to ascertain the conditions under which they will have to meet the post war problems.

It would appear then that there are two levels of government within which the municipalities must confine their survey of the conditions under which they will have to operate, the provincial and their own. To date it would appear to be the attitude of the provinces, in some cases at least, that they cannot make the situation clear to the municipalities until they in turn have clarified the picture with the Dominion. While it would be desirable to have the situation cleared with the Dominion, that hardly seems to be a condition precedent to talking to the municipalities. How then might the provinces clarify the municipal situation?

The provinces might well make clear to the municipalities the extent to which the provinces are prepared to assist or subsidize the execution of municipal plans for capital construction in the post war period provided there is no change in the financial relationships between the

Dominion and provinces from that prevailing at the present time; to state the extent to which they are prepared to assist in the event of any change in the Dominion-Provincial financial relationship which works to the financial benefit or to the financial detriment of the province; or the extent to which they are prepared to share with the Dominion in assistance to the municipalities under either of the three alternative situations.

The provinces, where they or their agencies, control the borrowing powers of the municipalities might well advise the municipalities now as to the restrictions or limitations which they propose to place upon the borrowing powers of municipalities to finance the construction of works and the factors which they propose to consider in deciding whether or not municipal borrowing will be permitted.

The provinces might well advise the municipalities as to the basis of subsidies or assistance if any to which the municipalities might look forward as a means of assisting the financing of ordinary expenditures especially in the field of social services or in the alternative the extent, if any, to which the provinces propose to enter the field of shared taxes for the relief of the municipalities, and through

them of real estate, from the burden of taxation on real property and any anticipated widening of the tax base of the municipalities.

The municipalities in turn might well review the whole program of post war works which they have developed to date. In many municipalities the problem has been approached from the angle: "What can we find to spend money on?" the aim being to build up the largest possible program coming within the remotest bounds of possibility. These programs might well be reviewed, reduced and revised. Each proposed expenditure should be treated according to priority based upon necessity, the type of service to be rendered, and the number of people to be served. It is obvious that a much needed sewage disposal plant, unsavoury and unsightly though it may be, is of infinitely greater importance than a band stand or even a recreation centre.

Having so rated the proposed works and deleted the non-essentials, a council might well delay final decision and then further revise their program in the sobriety and disillusionment of the "morning after" when post war conditions have adjusted themselves to what will then be considered as normal.

Farm Electrification

BY ANDREW STEWART

RURAL living, whether in the small town or village or on the farm, has both advantages and disadvantages when compared to life in the city; and the balance of advantages may change from time to time. People living in rural areas are constantly comparing their circumstances with those of city dwellers; and the comparison is more readily made as familiarity with the living con-

ditions of others increases through better communications and greater mobility. Many young country people have had their first real opportunity to contrast the conditions of life in the city with those on the farm through the experiences provided by service in the forces.

The movement of people from the country to the city, and vice versa, reflects this process of comparison and the judgments of people regarding the respective opportunities for satisfying

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