

**An Interdepartmental/governmental Working Committee to Address the  
Needs of Canadian Forces Members and Their Families in Transition:**

**A Practicum Concerning Horizontal Management and Citizen-Centred  
Service Delivery in Practice**

**By Charlene Wolfman**

**A Practicum Submitted to the Faculty of Graduate Studies  
In Partial Fulfillment of the Requirements for the Degree of**

**Master of Social Work**

**©2001**



National Library  
of Canada

Acquisitions and  
Bibliographic Services

395 Wellington Street  
Ottawa ON K1A 0N4  
Canada

Bibliothèque nationale  
du Canada

Acquisitions et  
services bibliographiques

395, rue Wellington  
Ottawa ON K1A 0N4  
Canada

*Your file Votre référence*

*Our file Notre référence*

The author has granted a non-exclusive licence allowing the National Library of Canada to reproduce, loan, distribute or sell copies of this thesis in microform, paper or electronic formats.

The author retains ownership of the copyright in this thesis. Neither the thesis nor substantial extracts from it may be printed or otherwise reproduced without the author's permission.

L'auteur a accordé une licence non exclusive permettant à la Bibliothèque nationale du Canada de reproduire, prêter, distribuer ou vendre des copies de cette thèse sous la forme de microfiche/film, de reproduction sur papier ou sur format électronique.

L'auteur conserve la propriété du droit d'auteur qui protège cette thèse. Ni la thèse ni des extraits substantiels de celle-ci ne doivent être imprimés ou autrement reproduits sans son autorisation.

0-612-62870-1

Canada

**THE UNIVERSITY OF MANITOBA**  
**FACULTY OF GRADUATE STUDIES**  
**\*\*\*\*\***  
**COPYRIGHT PERMISSION PAGE**

**An Interdepartmental/governmental Working Committee to Address the Needs of**  
**Canadian Forces Members and Their Families in Transition:**  
**A Practicum Concerning Horizontal Management and Citizen-Centred**  
**Service Delivery in Practice**

**BY**

**Charlene Wolfman**

**A Thesis/Practicum submitted to the Faculty of Graduate Studies of The University**  
**of Manitoba in partial fulfillment of the requirements of the degree**  
**of**  
**Master of Social Work**

**CHARLENE WOLFMAN ©2001**

**Permission has been granted to the Library of The University of Manitoba to lend or sell copies of this thesis/practicum, to the National Library of Canada to microfilm this thesis and to lend or sell copies of the film, and to University Microfilm Inc. to publish an abstract of this thesis/practicum.**

**The author reserves other publication rights, and neither this thesis/practicum nor extensive extracts from it may be printed or otherwise reproduced without the author's written permission.**

## **Table of Contents**

<b>Executive Summary</b>	<b>Page 1</b>
<b>Part I - Practicum Overview</b>	<b>Page 6</b>
1.1 Background.....	Page 6
1.2 Practicum Timeline.....	Page 8
<b>Part II - Literature Review</b>	<b>Page 12</b>
2.1 Introduction.....	Page 12
2.2 Historical Overview.....	Page 15
2.3 Federal Government Structure.....	Page 38
2.4 Organizational Structure of Veterans Affairs Canada.....	Page 50
2.5 Current Demographics and the External Environment.....	Page 54
2.6 Theoretical Models of Transition.....	Page 61
2.7 Horizontal Management.....	Page 67
2.8 Citizen-Centred Service Delivery.....	Page 77
2.9 New Directions.....	Page 83
2.10 Summation.....	Page 86
<b>Part III - The Establishment of the Interdepartmental/governmental Working Committee: The Practicum</b>	<b>Page 87</b>
3.1 Rationale.....	Page 87
3.2 Purpose and Function.....	Page 92
3.3 The Process.....	Page 94
3.4 The Resource Guide: The First Step.....	Page 97
3.5 Analysis of the Working Committee.....	Page 99
3.6 The Resource Guide as a Vehicle for Citizen -Centred Service Delivery.....	Page 107
<b>Part IV - Recommendations</b>	<b>Page 104</b>
4.1 The Structure and Process.....	Page 112
4.2 The Resource Guide.....	Page 115
<b>Part V - Personal Reflections</b>	<b>Page 120</b>

# **Executive Summary**

## **Objectives and Structure of this Practicum Report**

This Practicum Report aims to examine the establishment of an interdepartmental/governmental Working Committee, by Veterans Affairs Canada (hereafter to be referred to as VAC) and the Department of National Defence (hereafter to be referred to as DND), to address the needs of Canadian Forces (hereafter to be referred to as CF) members and their families during transition from the military to civilian life. The report examines a variety of subject areas as they pertain to Veterans Affairs Canada and help to explain the reasons behind the Department's decision to establish this Working Committee. This report also closely examines the concepts of horizontal management and citizen-centred service delivery in the Public Service, and applies them in its analysis of the structure, processes and outcomes of the Working Committee to date.

Part I of the report begins with a brief overview of the practicum, the duties undertaken by the student in the practicum setting, and the learning objectives that were met through the experience.

The literature review (Part II) highlights several important areas of consideration in the analysis of this practicum, and is structured in such a way that it provides the history and structure of the department, current issues facing both the Department and the CF client, key concepts of horizontal management and citizen-centred service delivery.

The historical piece of the literature review begins with a brief overview of the

rise of the social welfare state, which highlights the changing political, economic, social and ideological context that existed when VAC was first established as a federal department. The overview of the role of Veterans Affairs Canada during WWI and WWII, highlighted not only the establishment of the department, but how it evolved over time with respect to the needs of soldiers returning from war. The piece on the treatment of Aboriginal veterans examines the flaws that existed in the system with respect to providing adequate and appropriate benefits to this particular group, and how their needs were often not met, compared to non-aboriginal veterans. The section on Merchant Navy veterans also provides an example of a group who served the country in war and were often denied access to benefits and services. This section also demonstrates the Department's recent acknowledgement of the service given by Merchant Navy seamen during the war, providing an example of how Veterans Affairs seems to be taking new direction in the way it provides services and benefits.

The section on federal government structure outlines the actual structure of the federal government, and the roles and responsibilities of some key central agencies to highlight how they affect the operations of government. This section includes a background on federal/provincial relations which demonstrates the legislative responsibilities of the two levels of government and provide a better understanding of who the Veterans Affairs client is, why the department is responsible to serve them, and in what capacity they are served. There is also a brief overview of the structure of Veterans Affairs Canada which provides an example of a federal department as a piece of the overall structure.

The current demographics and external environment section, and the section on

theoretical models of transition, highlight how VAC's client base is changing, and the needs that are accompanying this change. This information forms the backbone of VAC's decision to establish this Working Committee to meet the needs of CF members and their families in transition.

Finally, the sections on horizontal management and citizen-centred service delivery highlight the strengths and weaknesses of the approaches, and examine why these concepts are getting attention from the Public Service and are being used in the management of cross-departmental initiatives. Outlining the key concepts of these two theories provides a basis for the analysis of the Working Committee's structure, process, and outcomes.

Part III of the report provides the rationale and purpose of the Working Committee's existence, as well as the analysis of the practicum using the key concepts of horizontal management and citizen-centred service delivery identified in the literature review, with Part IV providing the student's recommendations for the future. Part V describes the student's reflections of the experience and highlights some of the relevant knowledge that was acquired.

### **Findings of the Practicum Report**

The report identifies several factors for successful horizontal management, as well as several barriers. These indicators were used to examine the structure and processes of the Working Committee. The report concluded that the structure of the Committee fits into a horizontal model due to its use of interdepartmental/governmental partnerships to coordinate an issue that spans a variety of departmental mandates.

Despite this, The report also notes that the Committee has lost the membership of all its original provincial partners, making the Committee unequally represented by federal partners. Although the partnership approach does not have to be intergovernmental, the initial intent of the Committee was to bring together both federal and provincial partners due to the jurisdictional responsibility and provision of services by a wide variety of departments in both levels of government in order to identify gaps in service delivery to the CF client and use the partnership approach to fill those gaps. Given that the needs of CF members and their families in transition are extremely varied, the report notes that the issue is clearly one that will require partnerships and dialogue between the different levels of government. Without an intergovernmental component to the structure, this issue cannot be horizontally managed in an adequate way.

The report also comments on the: a) need for a stronger commitment by the senior management of the participating departments to ensure continued support for the initiative; b) the need for a stronger partnership to be forged between Veterans Affairs Canada and the Department of National Defence; and c) the need for the lead department(s) to pay special attention to the jurisdictional boundaries that exist between the federal and provincial governments, as well as the potential time and workload issues of Committee members.

The report also identified the key elements associated with citizen-centred service delivery practices and compared these to the resource guide being produced by the Working Committee as the first short term objective. It was demonstrated in this report that the resource guide would be used by CF members, their families, VAC case managers, DND case managers, and any other service provider coming in contact with



the CF client. The guide was identified as an education and referral tool for the staff of the participating departments, and was also identified as the first step in the process of identifying gaps in service delivery. The report emphasized the importance of this guide as a tool that would help VAC case managers aid the CF clients in accessing necessary services, as well as an efficient and effective tool that would aid any CF member to access needed services themselves (without a case manager). Regardless of who exactly is using the guide or making the referral, the guide itself provides an example of a citizen-centred service delivery approach that has aimed to create a model targeted at increasing service accessibility to the client, either through self-referral, a VAC case manager, or another service provider. The report recommended that in order to maintain this as a citizen-centred model, it be evaluated by both VAC staff and clients to determine its usefulness as a resource, and ensure that the needs of the client will best be met.

## **Part I - Practicum Overview**

**Location:** Veterans Affairs Canada- Prairie Regional Office

**Duration:** October 2000 - June 1, 2001

**Advisor:** Grant Reid

**Committee:** Grant Reid (PhD), Jay Rodgers (MSW), Gisèle Toupin (MSW;  
Regional Director General, Veterans Affairs Canada Prairie Region)

**Practicum Supervisor:** Larry Bredesen (MSW; Deputy Regional Director  
General, Veterans Affairs Canada Prairie Region).

### **1.1 Background**

The Department of Veterans Affairs was established to meet the needs of soldiers who had returned from WWI, with one of the basic principles of the Veterans Charter being a commitment to help returning soldiers reintegrate into civilian life through a comprehensive rehabilitation plan.

Veterans Affairs currently serves two major client groups: war service veterans and their survivors and; former and still-serving members of the Canadian Forces and their families. The demographic data highlight that although the number of war service veterans is declining, the number of Canadian Forces clients is steadily increasing. The data allows for the inference that Veterans Affairs will continue to deliver services to an consistently increasing number of Canadian Forces clients. This trend is predicted to continue well into the future with new legislation that allows for the payment of disability pensions to still-serving Canadian Forces members. However, demographic

projections pre-date the implementation of new legislation which has increased service and benefit eligibility for the Canadian Forces. From this, it can be anticipated that there will actually be a significantly larger increase in the total number of Canadian Forces clients being served by the Department than is reflected in the current data (demographics will be discussed further in Part II).

In addition to the new legislation, a study called the Review of Veterans Care Needs (RVCN) Phase III highlighted some important findings for Veterans Affairs. First, the report identified the varied and complex needs of today's serving members. Second, it highlighted that there is an increased rate of discharge from the military due to disability. Finally, it addressed the issue of service gaps and noted that CF members and their families are not having their diverse and complex needs adequately met during their transition from the military to civilian life.

The issues of health, finance, education and training, employment, and family support have been identified as the broad need areas that must be examined, using the RVCN and other supportive literature to help determine these needs (Literature is reviewed in Part II). It is clear that neither Veterans Affairs Canada nor the Department of National Defence can successfully address all of these varied needs on their own. As such, Veterans Affairs Canada and the Department of National Defence have recognized a need for partnerships and integrated approaches to service delivery involving a variety of organizations, from all levels of government and the private sector, in order to meet these needs as efficiently and equitably as possible.

## **1.2 The Practicum**

### **October 2000-December 2000**

I was given the opportunity to work in the Winnipeg office of the Manitoba District of Veterans Affairs Canada Prairie Region, accompanying Area Counsellors to the homes of clients to observe the assessment process. At this time, I was not in a service provider relationship with the clients, but was observing the Area Counsellors to gain a better understanding of who the war service veterans are, how the assessment process works, what services and benefits are currently offered by Veterans Affairs, and case management. My time in the District office gave me the chance to become acquainted with some of the aspects of the Department's current functioning. I have been able to compare this information with the different factors that will affect the Department's future functions. For instance, I have been able to take my knowledge of the programs created to serve the war service veterans, and compare their needs to the Canadian Forces client and the newest legislation implemented to serve them. My time in the District gave me the foundation of knowledge that I needed in order to build the rest of my practicum.

### **January 2000**

At this point I began my work with the Prairie Regional Office. On January 19, 2001, Veterans Affairs and the Department of National Defence co-hosted a "Luncheon and Discussion" for a variety of Federal and Provincial Department representatives to educate them on the issues facing Canadian Forces members and their families in transition. The purpose of this "Luncheon and Discussion" was to elicit commitments

from these representatives to participate on the Working Committee which would form a social service umbrella to provide services and develop a matrix of Manitoba Community Resources. At this stage, the Interdepartmental/Governmental Working Committee to address the needs of Canadian Forces Members in Transition from the Military to Civilian Life entered a preliminary establishment phase. This phase entailed the compilation of a participant list based on those people who were identified as future participants by their Department.

### **January 2001-March 2001**

I provided the support function to the newly established Working Committee. My responsibilities included documenting the content of the January 19, 2001 "Luncheon and Discussion", drafting the Terms of Reference for the Working Committee, and completing the list of participants from the January forum. From this, I compiled an information package, which included all presentations made at the forum, and distributed this package to the identified Committee participants.

The first meeting date for the Working Committee was set for March 8, 2001. For this meeting, I was responsible for the development of a data-gathering template, which was distributed to all Committee members for the determination of programs and services offered by their respective departments. For this template, I identified five broad categories of need for the member in transition, which included health, finance, education and training, employment, and family support. These categories were then further identified by program area sub-categories such as addictions, mental health, housing, income support, vocational training, and counselling. I requested that each

department, both federal and provincial, give a description of the program and/or service, identify the eligibility and referral processes for those programs and/or services, and describe the client contact process.

This template, and the information it was meant to contain, was identified as a national model for gathering federal department program information, and was used by some of the other Working Committees in other Provinces as a guide in their data gathering processes.

The overall process of gathering and compiling information on the programs and services offered by the participating departments was meant to be the first step in analyzing the information to determine where service gaps existed. From this analysis, the Committee members would try to identify opportunities to develop collaborative partnerships for service delivery that might provide those missing services. As well, the compiled data was expected to eventually become part of a resource guide for Canadian Forces members and their families, which would list all the applicable programs and services in the province of Manitoba. This data would become part of a national data base which would assist case managers to make appropriate referrals to required services across the country.

### **March 2001-May 2001**

During this period, I continued to provide support to the Committee, which included keeping a written record of all meetings. Although it was anticipated that the data-gathering template would be distributed and collected from Committee members within a 3-4 week time period, this was not the case. The second meeting for the

Working Committee had been scheduled for April 19, 2001, but had to be postponed due to the lack of submitted information. The Committee had agreed that one of its objectives was to identify the programs and services delivered by their departments within a specified time period, so that this information could be compiled, analyzed, and presented at the next meeting. The Committee co-chairs felt that because the members had not met their commitments to submit this information, the meeting would have to be rescheduled. The delays in submitting the information lead to an alternate plan for the data-gathering process. I became more active in seeking out the necessary information. This was accomplished by various means: through the submissions of participants; through requests to the communications divisions within departments for pamphlets and brochures that contained their program and service information and; through research on the internet.

It was decided that a good method to facilitate a more cooperative process would be to begin compiling this information in the format of a resource guide. It was felt that if participants could see how the information would be displayed, they might have a better understanding of what they needed to contribute. The second meeting of the Working Committee was rescheduled for May 11, 2001, where I was able to distribute the first working draft of the Manitoba Resource Guide.

During this time period, I was also responsible for maintaining an ongoing communication with Committee participants, whereby I sought information, followed-up on the commitments made by members, worked actively with individual participants to identify other potential partners who could contribute to the process, and generally acted as the point of contact for all things related to the Committee. This included the

facilitation of ongoing communication and information sharing with, and between, the other VAC co-chairs as they began the same processes in their provinces.

## **June 2001**

On June 1, 2001 I completed my required practicum hours.

Through this practicum I gained an understanding of the current programs and services offered by VAC, an in depth understanding of the Canadian Forces client and the issues that are central to their transition from the military to civilian life, and a working knowledge of how Veterans Affairs operates within the federal structure. Through the Committee process, I have gained an insight into federal/provincial partnerships, as well as the concepts of horizontal management in practice and the citizen-centered perspective of service delivery as they apply to the process I have been a part of. I also gained experience in: coordinating meetings; networking; liaising and corresponding with senior management; and in facilitating communication and information sharing practices among Committee members and between regions. This insight and experience has helped me in my analysis of Veterans Affairs future direction in client services, and how they might best achieve some of their future goals.

## **Part II - Literature Review**

### **2.1 Introduction**

Veterans Affairs Canada rose out of a reactive response by government to the



needs of soldiers returning from WWI. Unfortunately, most of the programs have had distinct eligibility rules that have changed very little over time, resulting in the exclusion of certain benefits and services to the Canadian Forces (CF) client. The lack of role definition and distinction has confused staff and clients, and left the responsibility of planning and service delivery poorly defined. It has also created discrepancies in the benefits offered to today's CF clients (peacekeepers), versus the ones afforded to the "other" client, who represent wartime veterans having served in WWI, WWII and/or Korea (Veterans Affairs, March 2000:13).

Additionally, there exists a discrepancy between the roles and responsibilities of the Department of National Defence (DND) and Veterans Affairs Canada (VAC) with respect to the CF client. These issues support the need for VAC to integrate its programs and services with other departments in order to adequately serve the CF client group.

One of the biggest changes that is facing VAC is the redefinition of the term "veteran." Using the term "veteran" to designate the younger, sometimes still serving, CF members becomes important for two reasons: first, it may potentially change what the CF members perceive to be the availability of benefits and services from VAC regardless of their actual entitlement to those benefits and services; second, it is accompanied by recognition for "service and sacrifice to Canada" (Veterans Affairs Canada, February 2000: 3). Currently, Canadian Forces clients are defined as those who:

"Served or are serving in the Canadian Forces (Regular Force service and Reservists) who are current clients of VAC by virtue of receipt of a pension or entitlement to a pension (this would include those discharged

from the military and receiving payments/services from VAC and some still-serving members who have received entitlement for a condition); and Special Duty Area (SDA) pensioners" (Veterans Affairs Canada, March 2000: iv).

It has been suggested in the literature that the younger clients are not seen with the same respect by the government or by the nation because of their peacekeeping role and the old definition of "veteran" (Veterans Affairs Canada, February 2000). Consequently, they have been excluded from access to services provided by Veterans Affairs because they are not wartime veterans (Veterans Affairs Canada, February 2000). It has also been suggested that, often, there is a lack of understanding for contemporary warfare and peacekeeping, the role of the peacekeeper, and the issues related to the service. Social definitions must change to recognize the reality that modern day wars are not fought to protect the homeland, they often do not have a political cause for the peacekeepers, and military success or defeat are irrelevant (Veterans Affairs Canada, February 2000). However, members of the Canadian Forces believe that they are making sacrifices for their country and that those sacrifices should be recognized and compensated by Veterans Affairs.

The historical piece of this literature review highlights the ideology that framed the emergence of Veterans Affairs as a Federal Department. The current demographics of the aging, veteran, and the Canadian Forces population, and the organizational structure of VAC within complex federal/provincial jurisdictional issues, illustrates the environmental context within which Veterans Affairs exists at present. An overview of transition models and theories help to further explain some of the issues facing Canadian Forces clients upon their release from the military by highlighting the

potential negative effects of change on the member, as well as to explain why Veterans Affairs is moving in its current direction. The areas of Horizontal Management and Citizen-Centred Service Delivery are explored as theoretical and practical frameworks that demonstrate the Department's move into new service delivery areas. Finally, a brief summary of what programs are currently being offered to this client group highlights some of the adaptations being made in addressing these needs.

## **2.2 Historical Overview**

### **The Rise of the Social Welfare State: A General Overview**

In order to gain a clear understanding of how VAC was established, why it was established, what its intended purpose was, and how its role has been modified throughout the years, it is necessary to provide a basic overview of the rise of the social welfare state in Canada. Highlighting the impacts it has had on the social, political, and economic functioning of the country throughout the twentieth century, provides a context that helps describe the functions of the provincial and federal governments during that time. This helps provide a foundation for understanding how those in need were treated by government, the increased responsibility of the state in social welfare, and why VAC, as a federal department, took total responsibility for Canadian veterans.

The rise of the social welfare state in Canada marked some significant changes in social assistance for Canadians, as well as in state responsibility to provide that assistance. However, in colonial times, well before the rise of social welfare, assistance for the poor was limited. The ideology governing the administration of social welfare in early nineteenth century Lower Canada was based heavily on the distinction

between the deserving and the undeserving poor. The deserving poor were "to be helped to help themselves, while the undeserving poor were forced to change and cease being a drain on society" (Blake & Keshen, 1995:1). It was widely believed that any poor person could move away from the towns, to the farmland where, if they were hardworking, they could make a living (Blake & Keshen, 1995).

These beliefs and the administration of social aid were not exclusive to French-speaking Canada. The Atlantic Provinces adopted the English poor law model, "which placed responsibility on local parishes, townships, or countries" (Blake & Keshen, 1995:1). When Upper Canada was colonized, it rejected the poor law model and chose instead to rely solely on voluntary charity. This proved to be insufficient in meeting the needs of the poor, and eventually Upper Canada moved toward an institutional model of care (Blake & Keshen, 1995). Regardless of the form that charity took before confederation, its recipients were often demeaned and their needs insufficiently met by the assistance rendered either by government or private charity. The most common means of dispensing charity came in the form of poor houses, which housed the mentally and physically challenged, the sick, the elderly, orphans, and all other charity cases deemed to be "personal failures" (Blake & Keshen, 1995:2). These houses provided basic sustenance, sought to encourage agreeable work habits and elevate morality, and did so in an often dehumanizing and paternalistic way. Unfortunately, this poor law model included groups of people under its provisions who may not have been able to work regardless of opportunities, and largely ignored the presence of increasing unemployment problems (Wallace, 1995). In 1866, the provinces had allocated approximately 3 percent of their total expenditure to social welfare (Blake & Keshen,

1995:2).

By 1881, support for increased government intervention grew, and the assumption that work was available to those who wanted it began to disappear. There were articles written during this time that questioned whether “the poor, after all, were the chief architects of their own poverty” (Wallace, 1995:16). The proposal for government to expand its provision of relief to the poor met with a criticism that this would “remove opportunities for the exercise of moral virtues such as parental devotion, filial piety, and Christian benevolence, and might also have the unfortunate result of discouraging private alms-giving” (Wallace, 1995:16).

The last third of the nineteenth century, was characterized by the rise of industrialism, urbanization, and significant economic growth in Canada. Many Canadians became steadily employed and able to rely on a consistent income. With changes in the economic structure of the country, came the rise of a reform movement that would change how social assistance was delivered by the state. This would happen despite the still common belief that people who could not find employment were morally flawed, and that there was no blame to be put on the economy or society. Social reformers however, were quite concerned about the “increasing incidences of poverty, industrial accidents, child labour, prostitution, and other social problems associated with the new economy” (Blake & Keshen, 1995:2). These reformers called for an increase in government intervention, and targeted municipal and provincial governments, which is where the first social security programs were introduced (Blake & Keshen, 1995).

The emergence of Canada from the First World War demonstrated increased

social welfare legislation. Most provincial governments began to take more of an interest in welfare measures, and the federal government had assumed the responsibility of pensions and rehabilitation for soldiers returning from World War I (Blake & Keshen, 1995).

Attempts to deal with the massive amount of destitution that accompanied the Depression were reminiscent of nineteenth century Canada's poor relief system, and resulted in an increased dependency on voluntary charity. The federal government maintained that relief for the poor was a provincial responsibility, but the sheer number of unemployed people forced federal intervention as the provinces were not financially equipped to meet the growing needs. At this time a series of measures, including unemployment insurance, were introduced in an effort to restructure and "save" the system (Blake & Keshen, 1995:3). The Depression marked a shift in thinking for many Canadians regarding economics and the need for social welfare. After witnessing the Depression, that left thousands economically destitute, people began to see that those affected could not be held responsible for their own poverty.

World War II saw an increase in economic growth as the country mobilized its forces to fight another war. However, concerns about the post WWI period and the effects of the Depression demanded a need for action that would prevent the problems of unemployment and poverty that had characterized this time. A number of policies were considered during the War, and several were implemented, in an effort to provide Canadians with some measure of security during the post WWII reconstruction period (Blake & Keshen, 1995).

The social legislation enacted after WWII marked an era often referred to as

"post-industrial society", "mixed economy", "welfare capitalism", or more commonly, the "welfare state" (Mullaly, 1997:6). The Depression had caused a massive disruption in the political, social and economic structure of society and led to a transformation in the role of the modern state with respect to provisions of social assistance. For most Western industrialized nations, social welfare was developed on the "assumption that harmonious relationships could exist between capitalism and the social welfare sector" (Mullaly, 1997:7).

The post-war welfare state rested on two principles: Keynesian economic theory and Beveridge's concept of social welfare provisions. Keynesian economics argued for state intervention in social welfare as an aid in increasing economic activity and employment. Beveridge argued that state intervention should exist to protect people on a "universal, comprehensive, and adequate basis against those contingencies that were part of a modern industrial society" (Mullaly, 1997:7). Beveridge further argued that social welfare benefits should be provided as a right to all Canadians, and not as charity to a few (Mullaly, 1997).

The period following WWII to the present has seen its fair share of federal cuts to social programming, freezes on program funding, departmental downsizing, the devolution of responsibilities to the provinces, privatization, recessions, and economic crises which have all helped alter the very nature of the social welfare system in Canada. Government retrenchment has led to increased case loads for those who work with unemployment insurance, social assistance, and child and family services. The end result being an insufficient number of public servants to deliver services. Consequently, there has developed an increased reliance on voluntary organizations,

private sector agencies, and self-help to address the needs of today's Canadians.

Some might even say that modern day Canada is reverting back to the charity model of intervention such as existed before WWII (Mullaly, 1997).

## **WWI and the Care of the Disabled**

Veterans Affairs was initiated out of a need to help disabled veterans returning from WWI. When the war began, the country's Western prairies were becoming populated with settlers, and at the time the Canadian government did not foresee, despite the large numbers of factories that were springing up, that "the predominance of agriculture was passing and that industrialism was on the way" (Schull, 1973:15). Accompanying industrialism would be unemployment and urban overcrowding, all in a country that had no minimum wage laws, no old age pensions, no national employment service, and essentially no social security. (Schull, 1973). The concept of State responsibility was a foreign one that still had to "work its way through the national consciousness" (Schull, 1973:15). As government considered the hundreds of thousands of men and women who would be returning from the war, as well as the widows and children of those who would not, it was drawn to the process of rehabilitation and pension benefits.

By September 1, 1920, 69,583 veterans "maimed in mind and body" (Morton, 1995:66), had qualified for disability pensions for their service, with more to still join them. By 1929, Canada's pension bill stood at \$34,441,621, the largest item on the national accounts (Morton, 1995). At this time, Canadians began to recognize the necessity of caring for the war disabled. The focus of the country became one of care



and rehabilitation. However, the Canadian government quickly realized that it had no mature system for vocational training and very little experience caring for disabled adults. In 1913, a Royal Commission investigated and confirmed the "primitive state of industrial education in Canada" (Morton, 1995:66).

Like most of the consequences of the First World War, the impact of the disabled, especially on the structure and function of government, was unforeseen. Over time, the disabled war veteran would transform the nature of the Canadian Federal system. Canadians would eventually experience government-run hospitals and health care, vocational training, job placement, and life insurance. Canadian businessmen would monopolize the prosthesis manufacturing market. Adjusting pensions and retraining pay to family size would set the precedent for family allowance and the problem of elderly veterans started the wheels in motion for old age pension.

Between 1914-1918, Canada began to synthesize its own solutions to the problems it was facing. Not wanting to overspend on veterans pensions like the U.S. in the late 1800's, and not wanting to turn veterans to the streets begging, like the British, Canada started the Military Hospitals Commission in 1915 (Morton, 1998). This commission also came in response to the public's recognition and subsequent outcry concerning the treatment of sick and wounded soldiers returning from overseas. The tented hospital at Valcartier, Quebec and the handful of convalescent homes scattered across the country were simply inadequate. By October 1915, 11 convalescent homes with 530 beds had been secured and the commission was looking at purchasing a single factory for the manufacture of artificial limbs and eyes (Morton, 1995). By 1919 the department of Soldiers' Civil Re-establishment (created in 1918 and to later become

VAC), was in direct control of 44 hospitals, partial control of 6, and retained an allotment of beds in 54 others. It also operated convalescent homes, outpatient clinics, and curative workshops where recovering soldiers were beginning vocational training (Schull, 1973).

A year after the Military Hospital Commission came into being, a three-member Board of Pension Commissioners was formed in response to rising indignation concerning inadequate pensions. Immediately, pensions were increased from \$264 to \$384 for widows, and \$480 for totally disabled privates (more for those of higher ranks). By 1917, at \$600, "Canadians could claim that their pension was the highest of any belligerent" (Morton, 1995:69). New pension regulations in 1916 extended the bureaucracy from Ottawa to 17 regional offices, and disability was refined to 20 categories, rather than 6 (Morton, 1995:69). Up to this point and dating back to the Fenian Raids of 1866, pensions had been accepted as the basic reparation for injury or death in war and it was awarded on the basis of direct causation. Even though pensions were awarded solely on the basis of disability, the board members recognized that the employment skills of soldiers ranged from unskilled to highly trained, which begged the question "was the loss of a leg an equal catastrophe for a carpenter and an accountant?" (Morton, 1995:69). The board established a rationale that stated all soldiers entered into the service of their country as the same type of person, an unskilled labourer. From this they continued that the earning power of an unskilled labourer was sufficient enough to "provide decent comfort for himself and his family, that is to say a little more than enough for subsistence" (Morton, 1995:69). This conclusion by the board was not only economical, it averted judgements about past or

future earning potential and became the basis for the Military Hospital Commission's rehabilitation through retraining programs.

However logical and perhaps democratic this decision may have been, it brought with it some serious problems for the returning soldier. Veterans believed that their poverty was a direct result of public policy and that the Canadian government was trying to keep soldiers and their families poor. The reasons for this were that the Federal government had set the pay scales for the Canadian Forces and held them steady throughout the war while other wages and prices had increased. As well, pensions were based on a minimum, the wage rates of unskilled labourers. For the first time, a group of mostly poor men who felt that the "awkwardness of a missing limb, the shame of disfigurement, or the pain of a lung or heart condition was to be joined by the humiliation of poverty" approached their government on the basis of moral entitlement, not charity (Morton, 1998:21).

In 1919, the Pension Act was passed and embodied the idea that "the state should accept complete responsibility for a member of the forces during his active service, whether or not any disability or death has been directly caused in the performance of duty" (Schull, 1973:25). With the Act, the scale of pensions was based on the ability to earn in the labour market. However, the pension rate was supplemented by 20% as a cost of living bonus. A year later, this bonus increased to 50% and by 1925 the permanent basic rate of disability pensions had been set at \$900 annually.

In addition to pensions and rehabilitation programs for the disabled, Parliament passed the Soldier Settlement Act in 1919 to assist disbanded soldiers with acquiring

land, and commencing farming. In very simplified terms, the government provided grants for land as well as livestock and equipment. By 1921, more than 46,000 veterans had qualified for grants of land and almost 20,000 were established on farms (Schull, 1973:22).

In all, 40,000 disabled veterans had been retrained and 64% had been placed in skill-related jobs (Morton, 1998:26). Then in an effort to save money, training and placement programs, as well as follow up, had been abandoned. As a result, by the end of 1921, one fifth of all returned men were unemployed, most of the disabled were jobless, employers openly favoured the able bodied, and the agriculture dream died for many soldiers who had chosen overvalued or unproductive tracts of land under the Soldier Settlement Plan (Morton, 1998). Unfortunately, the effort to return to normal conditions, "to limit spending and to eliminate programs that seemed too ambitious or costly for post-war Canada, meant that more promises were made to the disabled than the government or people would keep" (Morton, 1995:67).

## **World War II and the Veterans Charter**

The years following WWI that were supposed to be years of progressive change and promise, were mainly characterized by economic and social instability. Facing the end of WWII, government officials, soldiers and civilians raised concerns about the possibility that this instability would again accompany the reconstruction period.

Disenchantment characterized veterans through the 1920's. With many men and women still suffering the physical and psychological effects of the war, the Federal government's cautious approach on pensions was a bitterly contentious issue. After

years of persistence by many government officials and WWI veterans for improved benefits, the War Veteran's Allowance Act was passed in 1930. The Act replaced the sliding scale military pension with a monthly payment plan to single and/or married veterans over the age of sixty who were impoverished (Keshen, 1998:64). During the depression, this new pension also helped younger unemployed veterans who had suffered physically or psychologically during the war.

In devising benefit programs for the WWII veterans, the Canadian government was guided by the desire to "avoid repeating injustices to veterans and minimize the possibilities of their precipitating post-war social turmoil" (Keshen, 1998:62). As well, there was growing support for using Keynesian style interventionism and government social welfare as the tools to prevent depression conditions when peacetime returned.

Since the desire not to repeat the past lingered for officials, a poll was taken early on during WWII. The poll revealed that two-thirds of Canadians believed that the veterans of this war deserved better treatment upon their return home than was received by the previous generation.

In 1940, the first National Unemployment Insurance Act was passed. This Act marked the emergence of a new outlook for social security in Canada and laid the foundation for demobilization plans. In 1939, a special committee of the cabinet was appointed to consider the problems arising from the demobilization of Canada's Armed Forces members (Shull, 1973). At the head of this committee was Ian A. Mackenzie, Minister of Pensions and National Health, whose department administered the affairs of veterans. Mackenzie had suggested to Prime Minister Mackenzie King that planning start on demobilization and rehabilitation before the war ended in an effort to avoid

many of the problems that had followed the end of WWI.

By 1940, this committee had divided its work into 14 subcommittees, each with specialists in different fields, all with the goal of producing a comprehensive rehabilitation plan. By 1946, as the war came to an end, a body of legislation had been produced and it was to be administered by the new Department of Veterans Affairs under the Honourable Ian Mackenzie, who dubbed this piece of legislation the Veterans Charter (Schull, 1973:35).

Under the terms of the Veterans Charter there were certain immediate benefits and some lesser benefits. While aimed at different social and economic effects, Charter legislation embodied two principles: "the compensation principle" and "the principle of recognition for service" (Ives, 1998:85). Any man or woman who was honourably discharged was entitled to:

- "1) A clothing allowance of \$100, with permission to retain one uniform and personal necessities.
- 2) For veterans with at least six months service, a cash rehabilitation grant equal to 30 days pay and full allowances.
- 3) Free transportation to place of enlistment, or to any place in Canada which could be reached at no greater cost.
- 4) A war service gratuity of \$7.50 for each 30 day period in the western hemisphere, and \$15 for each 30 day period overseas; plus a supplementary grant of seven days pay and allowances for each six months overseas.
- 5) A veteran was entitled, usually without medical examination, to life

insurance to a maximum of \$10,000, on better than commercial terms and with premiums that could be paid from his pension or other allowances.

- 6) All veterans were entitled to free medical care and treatment for any ailment for one year from discharge.
- 7) At the time of discharge every veteran was dentally examined and granted entitlement to a comprehensive plan of dental rehabilitation. At a cost of \$23 million, 526,000 veterans received this benefit.
- 8) The right to reinstatement in his former employment. If he had worked for three months prior to enlistment, he was entitled to return under conditions no less favourable than if employment had not been interrupted.
- 9) All veterans and war widows, provided they could qualify, were entitled to preference for positions in the civil service. In respect to the preference, veterans with service disabilities ranked first.
- 10) Veterans were granted preference in referral to all jobs registered with the National Employment Service.
- 11) A veteran was entitled to temporary out-of-work allowances for a maximum of 52 weeks within 18 months of discharge, but not to exceed length of service. Veterans who became unemployed after having worked in civilian employment for at least fifteen weeks were allowed to include their periods of service in the forces for the purpose of calculating unemployment insurance" (Schull, 1973:39-40).

Besides these basic principles, the Veterans Charter also governed the care and treatment of disabled veterans, business and professional loans, awaiting returns allowance, education and training, land settlement, home construction, and the Re-establishment credit which was a cash payout often taken by veterans in lieu of job retraining, free education, or the opportunity to establish a farm (Keshen, 1998:72). Encompassing these component parts, the Veterans Charter not only helped bolster a move toward social security, but "DVA benefits created a spending stream that could help counteract the anticipated post-war slump and, over the long run, promote a more dynamic economy by enhancing the skills of the labour force" (Keshen, 1998:78). WWII helped usher in what some people today might consider a more "humane approach to social and economic affairs" (Keshen, 1998:79). In this respect, the Veterans Charter was a pioneer.

Although the Veterans Charter was seen as a pioneer, and the benefits it provided were aimed at helping soldiers returning from the war, it is interesting to note the difference in pension and benefit administration to Aboriginal veterans compared to non Aboriginal veterans. Unfortunately, the reality is that Aboriginal Veterans were often adversely affected by the policies aimed at compensating veterans for wartime service, especially with respect to various legislative initiatives and reforms.

### **The Aboriginal Experience with Compensation and Benefits**

It is important, when studying Canadian history, to pay special attention to the way social, economic, and political change have historically affected the Aboriginal



population. To this end, the contributions and treatment of Aboriginal veterans during WWI and WWII must not be forgotten.

During WWI, the Department of Indian Affairs was supposed to submit "Return of Indian Enlistment" forms (Summerby, 1993:5) to account for the Aboriginal people who had enlisted for service. However, the Department was mainly concerned with tracking only Status Indians, which resulted in the failure to account for the total numbers of Inuit, Métis, and other Canadian Aboriginals who had enlisted. For this reason, the actual number of Canadian Aboriginals who gave wartime service is unknown (Summerby, 1993).

Shortly after the outbreak of WWI, a prohibition was put on recruiting and enlisting Aboriginals for wartime service based on the idea that Europeans would treat them harshly and "refuse to extend to them the privileges of civilized warfare" (Gaffen, 1985:20). Nevertheless, the Allies had a pressing need for more support and there continued to be a large number of enlistment applications coming forth. As a result, this policy was cancelled in 1915 (Summerby, 1993:6). Despite the large amount of support from Aboriginal peoples for the Allied war effort, there were many bands that would not support it unless Great Britain granted their bands status as independent nations (Summerby, 1993, Gaffen, 1985). This was not a recognition that the Canadian government was willing to give.

In August 1917, the Canadian government introduced conscription which forced mandatory military service. This resulted in resistance from some Western Aboriginal chiefs, who reminded the government that during treaty negotiations in the past, they had requested and received assurances that if Britain went to war, Aboriginals would

not have to fight. In 1918, through an Order-in-Council, Aboriginal people were exempted from service (Summerby, 1993:6).

During the Second World War, the issue of conscription surfaced again. By 1940, anyone over the age of 16 was required to register with the government so that they could coordinate activities related to the war effort. At this time, Aboriginals were informed that they were no longer exempt from military service (Summerby, 1993). After much protest by band leaders, and many trips to the House of Commons, it was decided that those from bands who had been promised exemptions during treaty negotiations would remain exempt from service. There were however, many Aboriginal people who still supported the war effort, often for the same reasons as for WWI. For some, the reality of the economic hardships that faced many Aboriginal people was subverted by the prospect of paid employment in the army, concern for the future effects of Nazism prompted others, stories told by parents and relatives was the motivating factor for still others, and some felt pressured to join by the recruiters sent to the reserves by Indian Affairs (Summerby, 1993).

Although there were many accomplished and decorated Aboriginal soldiers from WWI, the policies and legislation that were developed and enacted during and after this War were often insensitive and unfair to Aboriginal people. The Soldiers Settlement Act (1919) granted loans for farm land to returning soldiers, which was often acquired through the leasing of reserve land. Unfortunately, the Soldier Settlement Act conflicted with the Indian Act of 1906, which prohibited Aboriginal people from acquiring land outside of their reservations without losing their treaty status. The problem was that very few Aboriginal veterans were granted loans to re-

purchase the reserve land that had been sold to the government. The result was that they had nowhere to go, causing even more economic hardship upon their return (Gaffen, 1985:36).

Unfortunately, the receipt of pension benefits was no more beneficial. The Depression was an exceptionally hard time, economically, for Aboriginal people. Upon their return home, many aboriginals returned to their previous way of life on the reserves. However, when drought and widespread poverty reduced the demand for furs, crafts, and other products, unemployment escalated. Acquisition of pension benefits for both wounded soldiers and survivors was a constant battle, with many dying before the government would compensate them (Gaffen, 1985). The War Veterans Allowance can be used as an example of how Aboriginal Veterans had to struggle for compensation benefits. In 1932, it was decided by the Federal Government that Aboriginal veterans on reserves in need of aid, were to be treated like other Aboriginals on reserves, not like veterans. These Aboriginals were granted benefits from Indian Affairs, which were substantially less than those afforded by the War Veterans' Allowance Act (Gaffen, 1985). Only enfranchised Aboriginal veterans, not living on reserves, were entitled to the same benefits as non-Aboriginal veterans. The inability to collect benefits from the government under this Act only added to the economic hardships of many Aboriginals. This policy would not be changed until 1936 (Gaffen, 1985:37).

Unfortunately, not much had changed by the end of World War II. Although the Canadian government had increased benefits to returning soldiers, Aboriginal Veterans and their families often encountered the same issues in receiving these

benefits as they had after World War I. Although the country would encounter more prosperous times after WWII, Aboriginal veterans were largely unable to share in the prosperity of the post war years. This was in part, due to the inaccessibility of provisions in the Veterans Charter to some Aboriginals (Sheffield, 2001).

As in to WWI, Aboriginal veterans faced a complex benefit administration process, often due to the overlapping jurisdictions of different Federal departments, especially the Department of Indian Affairs and the Department of Veterans Affairs. Most veterans faced the challenge of gaining as much information as possible about what benefits were available to them. For the Aboriginal population, this challenge was far more difficult, especially for those living on reserve (Sheffield, 2001). For example, the primary means of distributing information on benefits was through posters hung in Legions, on the radio, and in newspapers. Due to the alcohol prohibitions in the Indian Act, Aboriginal Veterans were not allowed to enter Legions, which put them at a great disadvantage for obtaining important information either through DVA displays or through talking to fellow veterans. In addition to this, radios were rare on many reserves, either because there was no electricity or because they were unaffordable, and so this medium was not often an option for information relay. Finally, due to high illiteracy rates, newspapers and posters were of little use to Aboriginal veterans, assuming they were even circulated among some of the more remote reservations (Sheffield, 2001: 33-34). Other delays and administrative problems occurred as a result of the extra bureaucracy added to the process by the Department of Indian Affairs and by the obstacles facing the implementation of the Veteran's Land Act for Aboriginal soldiers (Sheffield, 2001). For instance, many

of the Indian Agents, whose job it was to inform Aboriginal Veterans of the benefits available, were often not well informed on the Veterans Charter themselves, or felt the need to communicate information about only those entitlements that they felt the Aboriginal Veteran should have (Sheffield, 2001).

The Veterans Land Act (VLA) was the only piece of Veterans legislation that made special provisions for Aboriginal Veterans; more than half of all Aboriginal veterans from WWII and Korea eventually received a VLA grant (Sheffield, 2001). Despite these positive aspects of the VLA, there existed many obstacles for aboriginal veterans in comparison to non-Aboriginal veterans. Although Aboriginal veterans were entitled to apply off-reserve under the VLA, the economic inequality that existed, and racism among the wider population, may have barred many from obtaining land off-reserve. Aside from this, many Aboriginal veterans would likely have chosen to return to their reserve communities (Sheffield, 2001). In addition to the obstacles of poverty and racism, there also existed legislative barriers to obtaining reserve land under the VLA. For instance, allotted land under the VLA needed to be held by the Director of the VLA. Since reserve land was owned by the Crown for "the use and benefit of the Band for which it was set apart" (Sheffield, 2001:ix), this meant that the director of the VLA could not hold its title. As well, the discrepancy between the land allotment scheme administered by the Department of Indian Affairs, was not monetarily or legally equivalent to the provisions made for off reserve land acquisition under the VLA. The VLA was amended in 1945 to try and circumvent these legal obstacles (Sheffield, 2001). Despite this change to the legislation, there still existed issues of inequality, such as the acquisition of smaller lots of land on reserve than off-reserve (due to a

limited land base). Additionally, land was often not cleared and therefore unsuitable for agriculture, and there was often an inability to expand agricultural operations because of smaller land bases. As well, Farm Improvement Loans, added to the VLA in 1954, were difficult to access by Aboriginal people (Sheffield, 2001). Whether alone or in combination, the result of these constant barriers to Veterans' benefits resulted in a large portion of Aboriginal veterans abandoning their efforts as they were unable to build prosperous agricultural operations (Sheffield, 2001).

The years following both WWI and WWII witnessed new legislative reforms and increased assistance aimed at re-establishing returning soldiers to civilian life. Unfortunately, for many Aboriginal veterans, these programs and services were inaccessible. This was due to a lack of information on entitlement, restrictions on the amount of benefits that could be received by Aboriginal people, and conflicting legislation between the Department of Indian Affairs and the Department of Veterans Affairs. The result of this, was that many Aboriginal people did not receive what should have been their rightful share of benefits under the veterans legislation that was aimed to help them establish their futures.

Another group that have struggled to access compensation and benefits from Veterans Affairs were the Merchant Navy seamen. These people represent another group that was often denied the provisions granted to other veterans for their wartime service. The importance of examining the struggle of the Merchant Navy veterans, is that it provides an example of how Veterans Affairs Canada has recently recognized the contributions of this group and begun to compensate them for their special services

during WWI and WWII. It provides just one example of how the Department is beginning to address the needs of different groups, who have not historically been served by VAC.

### **Merchant Navy Veterans**

The battle for compensation by Merchant Navy Veterans has been a long one, spanning for more than fifty years. Many Merchant Navy Veterans felt that the government purposely neglected their needs and ignored the service they gave during both World Wars and the Korean conflict (Chadderton, 1998; War Amps website(a), accessed 2001).

The intended role of the Merchant Navy during WWI was primarily to "cooperate with the British shipping in supplying the necessities of war, and in times of peace to provide the means of carrying abroad products of Canada's farms, forests, mines and factories, without which Canada could not hope to take full advantage of the opportunity of expanding her export trade" (Giesler, 1998:4). These ships played no role in the First World War, but those who operated them did. The Merchant Navy, up to this point was given the task of shipping thousands of tonnes of troops, munitions, and supplies as a part of the war effort. In 1914, Canada's fleet of ships was virtually non-existent and Canada focussed its efforts on the army (Giesler, 1998). However, Canada's Merchant Marines were still very much in existence and were enlisted to man a great number of Britain's steamships (Giesler, 1998).

During WWII, the role of the Merchant Marines continued to be that of the carriers and suppliers of much needed provisions overseas. The difference in

function at this time, was that these merchant ships were escorted by convoy in areas where they would be left extremely vulnerable to enemy attack (Giesler, 1998). These merchant ships were often armed with guns mounted on their sterns, but which were of little use against attacking ships (Giesler, 1998).

Given the elements faced by the Merchant Marines during the war years, including enemy attack and fierce weather, many of them were injured or killed by the time the Second World War ended. Despite these sacrifices for the war effort, the Canadian government provided very few benefit entitlements to these individuals for their service during the war. In 1939, an Order-in-Council provided pension coverage to Merchant seamen where death or disability was the direct result of an enemy action. Until 1962, neither Merchant Seamen nor their spouses were entitled to Veterans Allowance, and, until 1992 neither could qualify for the receipt of a disability pension for injury not directly related to enemy action (Chadderton, 1999). In addition to this, Merchant Navy Veterans were also denied access to most of the benefits provided to Regular Force Veterans under the Veterans Charter, such as clothing allowance, Re-establishment credit, education assistance, or the Veterans Land Act (Chadderton, 1999).

In 1999, The War Amps released a video entitled "Sail or Jail" which describes how the Canadian Government, in partnership with ship owners and the union, withheld the veterans' status from Merchant Seamen because "benefits should not be of a nature which would encourage Seamen to leave the industry at the end of the war to seek employment in other fields as the services of many skilled Seamen will be required if Canada is to maintain a Merchant Marine after the war" (Quote from



Lionel Chevrier as found on War Amps website(a), accessed 2001). In other words, the government withheld the benefits afforded to Regular Force members from the Merchant Seamen because Canada intended to establish a Canadian mercantile fleet that would compete in international trade (War Amps website(a), accessed 2001). The film also demonstrates that Merchant Seamen were required to serve in the war effort under an order of the Canadian Government called "Sail or Jail" and were subjected to the disciplinary code of the British admiralty (War Amps website(b), accessed 2001).

By 1950, the Merchant Navy had disbanded due to economic problems in private industry that the Canadian government did not feel justified in subsidizing. In 1949, Prime Minister Louis St. Laurent stated: "It is not the intention of the government to maintain an industry at the expense of the taxpayer" (as quoted in War Amps website(a), accessed 2001). By this time, many Merchant Seamen were out of jobs and there was very little compensation being offered to them by the government, certainly not the same as was being offered to Regular Force members after the war. This lack of aid for a group of servicemen considered to be an arm of Canada's fighting services has been the impetus for more than 50 years of struggle to attain retroactive compensation for the service given by Merchant Navy Veterans during WWI, WWII and the Korean war.

Finally, in response to the ongoing fight for compensation, on May 4, 2001, the Honourable Ronald J. Duhamel, Minister of Veterans Affairs, announced the grant of \$34.5 million to qualified Canadian Merchant Navy Veterans and their surviving spouses from the First and Second World Wars and the Korean War. This money was

an addition to the funding secured for Merchant Navy Veterans by the Honourable George S. Baker, Minister of Veterans Affairs, during his appointment (Aug. 1999-Oct. 2000) and brought the total compensation package up to \$104.5 million (Veterans Affairs website(b), accessed 2001).

## **2.3 Federal Government Structure**

It is difficult to find a singular, agreed upon, definition of bureaucracy in the literature, however, there are several characteristics of a bureaucracy that appear to be consistent. A bureaucracy, or bureaucratic government, is often associated with such negative qualities as inefficiency, “red tape”, and public servants that are lazy, unproductive, and insensitive (Whittington & Van Loon, 1996). If we look at a bureaucracy in its structural form, as an organization, we can see the characteristics that may lead to such stereotypes by the public. For instance, a bureaucratic government, in the truest sense, is associated with routine decision making procedures; a clear division of labour whereby jobs are defined by job descriptions and there is no duplication of functions; and a structure that follows a hierarchical chain of command, promoting top-down decision and holding every level of the organization accountable to the one above it, with a singular “boss” at the top of the chain (Whittington & Van Loon, 1996).

Johnson (1994) describes several families of determinants in describing the role of government. For the purposes of this paper we will focus on the first two because they highlight the role and structure of the Federal government. The first family is the *role of government in contemporary society* and refers to the objectives and purposes

of government, the functions of government, and the instruments of policy used by government to fulfill its objectives and purposes. The objectives and purposes of government include:

- The preservation and inspiration of nationhood;
- The protection of rights and freedoms;
- The maintenance of law and justice;
- The enhancement of opportunities for individuals and the promise of promise of a decent life for those who face barriers;
- The creation of legal and institutional frameworks that allow several systems of society to function effectively; and
- the representation of Canada's interests abroad (Johnson, 1994: 3-4).

The functions of government refer to:

- the economic function;
- the promotion of research and technology;
- the assurance of health and education to individuals;
- protection of the environment;
- promotion of cultural expression;
- enforcing a collective will through an open system of justice; and
- preserving and representing the nation (p.5).

These objectives are achieved through the use of several instruments of policy including:

- The expenditure of public funds;

- taxation;
- laws and regulations set forth by parliament;
- Crown corporations; and
- the policy development process (p.7).

The second family of determinants referred to by Johnson (1994) are the *Institutions of Governance*. These are described as the framework within which government departments and officials derive their roles, responsibility, and authority. These institutions include the Parliamentary system, the Cabinet system, and the Federal system.

#### *The Parliamentary System*

The Parliamentary system is "in a sense the universe within which the public manager finds his or her place" (Johnson, 1994:10). Parliament is supreme and sets the rules and regulations for all functions of society. Members of parliament are elected by citizens, the government is generally formed by the majority party, and the government must maintain its majority in parliament in order to remain in power. The government may not act without parliament's authority and without annual appropriations to govern its spending. It is accountable to parliament for everything it does, and is evaluated through annual reviews of its accounts and expenditure estimates for the upcoming year (Johnson, 1994).

Parliament is the legislative branch of Canadian Government and has constitutional authority for all matters that fall within Federal jurisdiction. As such, Parliament has the ultimate power to make law. While Parliament is formally composed

of the Queen and a bicameral legislature (the Senate and the House of Commons), in the case of a majority government, the responsibility of passing or vetoing any proposed legislation is exercised *de facto* by the Prime Minister and the Cabinet (who are responsible to the House of Commons). The appointed Senate has very little power and the elected House of Commons dominates in the legislative process.

The limitations that exist to the Parliamentary system include the fact that the ultimate power of decision making technically rests with the Crown despite the fact that the Queen has no direct involvement in the governance of the country. A second factor is the constitutional limitations that do not permit the federal government to make laws in areas that are exclusively within the jurisdiction of the provinces. Finally, the Charter of Rights and Freedoms also has the power to limit the authority of federal Parliament, because its provisions can supersede the enactments of Parliament (Whittington & Van Loon, 1996).

### *The Cabinet System*

The Cabinet is “fundamentally a political forum in which Ministers discuss and make decisions on general policy and on individual policies which affect the whole Ministry” (Privy Council Office website, 2001:2). In other words, the Cabinet system distinguishes between the line functions of government which are assigned to individual Ministers and the collective functions of government which are assigned to central agency Ministers such as the President of the Treasury Board (Johnson, 1994), and is constitutionally responsible to act as an advisor to the Governor General (Privy Council website, accessed 2001). To use a private enterprise analogy, the Cabinet functions like a Board of Directors and is made up of the Federal Ministers, with the Prime

Minister acting in the role of Chairperson (Johnson, 1994). The formal role of the Cabinet is to act as a committee of the Privy Council which advises the Crown (represented by the Governor General) on legislative matters. Due to the fact that, in reality, it is the Prime Minister who holds the ultimate power in decision making, it is rare that the advice of the Privy Council is not taken (Whittington & Van Loon, 1996). There is a strong propensity by the government to use Central Agencies like the Privy Council or Treasury Board in policy development, and this role of the Central Agencies severely limits the autonomy of individual departments and highlights the restraints put on individual public managers. For instance, the Prime Minister and the Cabinet employ these central agencies to assist them in defining how programs will be administered and how funds will be spent which means that these agencies come to dominate policy making. As well, it solidifies the central decision making system that holds all departments accountable in the same way, instead of judging them individually based on "a strong accountability system that measures their efficiency and effectiveness in doing the job the Prime Minister has given them to do" (Johnson, 1994:15). Ultimately, individual departments, and ministers, do not have the authority to develop and administer their own programs, but are held accountable for them.

### *The Federal System*

The Federal System limits the authority of Parliament, and it does so in two ways: first, It divides the powers of governance between the Federal and Provincial governments; and secondly, it creates a body that represents regional and provincial interests within the national legislative body, thereby continuing to blur the boundaries of authority (Johnson, 1994). In the world of constitutional theory, the federal and

provincial governments are supposed to operate completely independently of one another (Whittington & Van Loon, 1996). In the real world, this is simply not the case, and there is often jurisdictional confusion, if not overlap, that exists to promote an intense interaction between the two levels of government.

### ***The Central Agencies-Roles and Responsibilities***

#### ***The Privy Council***

The Privy Council Office is headed by the Clerk of the Privy Council, Secretary to the Cabinet and Head of the Public Service, and reports directly to the Prime Minister. Formally, the Privy Council Office provides advice to the Crown on the public service for all policy and operational issues facing the Government. These include issues relating to federal management and constitutional development (Privy Council Office website(b), accessed 2001).

Overall, the Privy Council Office provides support to the Prime Minister, Ministries in the Prime Minister's Portfolio, and the Cabinet and all of its associated committees (Privy Council Office website(a), accessed 2001). The Privy Council is an artifact of the evolution of constitutional monarchy. In reality, the full council rarely meets and the executive functions of Government are provided by the Cabinet. (Privy Council Office website(a), accessed 2001).

#### ***Treasury Board***

The Treasury Board is one of four Cabinet Committees of the Privy Council. It manages the Federal Government's financial, personnel, and administrative responsibilities and sets policy in these areas (Treasury Board of Canada Secretariat

website(b), 2001). The Treasury Board is considered the employer and general manager of the Canadian Government, and as such, examines and reviews departmental expenditure plans and reviews program development. Within this role, the Treasury Board is responsible for preparing the government's expenditure budget, as well as establishing the terms and conditions for public service employment and providing the policy frameworks for accounting, audit and evaluation, contracting, financial management, information technology, real property, and the regulatory affairs of Government's administration and assets (Treasury Board of Canada Secretariat website(b), 2001). The President of the Treasury Board is responsible for "translating the policies and programs approved by Cabinet into operational reality, and by providing departments with the resources and the administrative environment they need to do their work" (Treasury Board of Canada Secretariat website(b), 2001:1).

### *Department of Finance*

The Department of Finance Canada is the Federal Department responsible for the economic affairs of the government, and provides analysis and advice on a broad range of issues in this area. The responsibilities of the Department include preparing the federal budget; developing tax and tariff policy and legislation; management of federal borrowing on financial markets; administering the transfer of funds to the provinces and territories; developing regulatory policy for the country's financial sector; and representing Canada within international financial institutions (Department of Finance Canada website(b), 1999; Department of Finance Canada website(a), accessed 2001). In order to fulfill these duties, the Department of Finance monitors Canada's economy, both locally and globally, and attempts to maintain co-operation in



the areas of federal-provincial responsibility, especially when related to fiscal and taxation issues (Department of Finance Canada website(b), 1999).

### ***Federal/Provincial Relations***

The issues of jurisdiction and responsibility began with the British North America Act (BNA Act) in 1867, which was developed to help define the roles of government, by addressing the question of who should have the responsibility of responding to the problems of an industrial society (Banting, 1982). This was still the time in Canadian society where it was felt that matters of welfare were the responsibility of the individual or the family, and that state intervention should be kept to a minimum. Many things have changed in the area of federal/provincial jurisdictional responsibility since the inception of the BNA act. In its most basic form, the BNA act (sec. 92) had granted provinces authority over "hospitals, asylums, charities and eleemosynary institutions, municipal institutions, property and civil rights, and all matters of a merely local or private nature in the province" (Banting, 1982:48). The provinces were also granted the power and authority to make laws under sixteen subject areas including: direct taxation within the provinces; and the solemnization of marriage (Whittington & Van Loon, 1996:198). By section 109 of the BNA Act, the provinces had also been given full authority over "all Lands, Mines, Minerals, and Royalties" (Whittington & Van Loon, 1996:199). This was not viewed as a very important concession by the Federal government in the pre-petroleum era, but by the 1930's they had been pressured to also give the provinces control over Crown land, thereby giving them control over both renewable and non-renewable resources. This control has proven to be "a major

source of provincial power since the Second World War” (Whittington & Van Loon, 1996:199). However, section 121, limited the power of the provinces by eliminating restrictions on interprovincial trade. The objective of this clause was to promote the confederation goal of a common market in British North America, but was not always followed or enforced (Whittington & Van Loon, 1996).

The Federal Government, on the other hand, was given a far broader area of jurisdiction, that being the power to make laws for the “peace, order and good government of Canada and its general spending power” (Banting, 1982:48). More specifically, the Federal government had jurisdictional authority over 29 subject areas including: public debt and property; the regulation of trade and commerce; taxation; and criminal law (Whittington & Van Loon, 1996). The federal government also accepted the full scope of responsibility for Aboriginal people, and veterans.

Constitutionally, the responsibilities of the provinces and the federal government were meant to be clearly defined and legislated, and were not often challenged until after the First World War, when the provinces were given authority to establish private insurance plans and workmen's compensation programs. At this time, the Federal Government was content to negotiate responsibility and authority with the provinces, and restrict its own initiatives in these areas to specific client groups such as veterans of the First World War. During the Depression, it became more and more difficult for the provinces to monetarily aid those in need of social welfare. The Federal Government began to make grants to the provinces and eventually developed legislation to establish a national social insurance program, which was struck down by the British Privy Council as unconstitutional (Banting, 1982).

Issues of constitutional authority and jurisdictional responsibility in their most extensive and in depth forms are extremely complex and involve many areas of fiscal and political conflict. Although describing the entire history of federal/provincial jurisdiction is beyond the scope of this paper, it is important to mention two things: first, the reasons for such overlap; and second, some of the benefits to provincial/federal relations.

One of the first causes of federal/provincial overlap was the introduction, and success, of the internal combustion engine. This new invention changed the face of technology, and consequently, of who should have authority over it. The BNA Act of 1867, clearly laid out the division of jurisdiction regarding transportation and communication by assigning federal and provincial powers in the areas of public works such as roads, railways, bridges, harbours, canals, and telegraph lines (Whittington & Van Loon, 1996). These technological advances prompted governments to get into the business of regulating radio, telecommunications, air transportation, and the development of highways, all of which had local, national, and international ramifications making it difficult to assign sole responsibility to either level of government (Whittington & Van Loon, 1996).

The second issue was the rise of industrialism, which brought with it urbanization and new set of complex problems in the areas of health, welfare, labour relations, and the regulation of economic activity. Most of these areas were constitutionally the responsibility of the provinces, but they increased in complexity and magnitude to the extent that the provinces no longer had the resources to deal with them effectively at the local level. Advances in technology, and changes in the economy, also affected the

area of education, for which the provinces had complete jurisdictional responsibility. Again, this created difficulty for the provinces to provide the necessary financial and technological resources (Whittington & Van Loon, 1996).

A third issue centred around financial resources and their distribution between the federal and provincial governments. It was quickly realized by the beginning of the twentieth century that there were many issues that would span across governmental boundaries and that those issues would require the interaction and accommodation of both levels of government in order to address them (Whittington & Van Loon, 1996). Understanding that jurisdictional responsibilities were disproportionate between the two levels of government led to the exploration of tax sharing and revenue distribution between the federal and provincial governments. This response aided the provinces in maintaining their authority over service areas.

Although there are many problems with federal/provincial relations, due to competing interests, lack of resources, and unclear jurisdictional boundaries, there is a benefit resulting from these interactions. Federal/provincial conferences can be quite useful when used for their original purpose which is to “consult and consort on the impact of federal policies on provincial ones and vice versa and on the harmonization of governmental actions at the jurisdictional boundaries” (Johnson, 1994: 18). In order to fully and adequately address the needs of Canadian citizens as a whole, this process should be utilized when attempting to create effective and efficient policies, and seamless service delivery, between the two levels of government.

For Veterans Affairs Canada, issues of jurisdictional responsibility are fundamental to how they serve their veteran and Canadian Forces client groups. As a

federal department, Veterans Affairs Canada has a legislated responsibility to provide services to those who have served in war. Although the Department had a historical role as a service provider in a variety of areas, this is no longer the case. An example of the jurisdictional cross-over that exists for the Department is in the area of health. As the veteran population continues to age and their needs become more complex, and there is a continuing increase in the number of Canadian Forces members accessing VAC benefits and services (See current demographics and external environment, section 2.5), the Department will rely more heavily on the services provided by the province in the area of health care. Veterans Affairs and the provincial government have had to partner in many different health related areas in an attempt to provide the best care to a population that both departments have a responsibility for. The area of jurisdictional responsibility and authority will continue to be prevalent to the Department as they embark on a new initiative aimed at helping Canadian Forces members and their families in transition from the military to civilian life ( this will be discussed in detail in Part III). The Department has recognized that CF members are often released from the military with a wide variety of needs that must be met. The Department, however, no longer provides these necessary services (i.e. education and training, employment) and are attempting to partner with a variety of other federal and provincial departments that have jurisdictional responsibility for, and provide services in, the areas of health, education, employment, finance, and family services (this will be discussed further in Part III).

## **2.4 Organizational Structure of Veterans Affairs Canada**

Canada has long recognized the suffering, sacrifice, and hardship faced by veterans, Canadian Forces personnel, civilians, and their families during Canada's periods of conflict and peacekeeping. The Veterans Affairs portfolio exists to serve them. The Mission Statement of the Department affirms this:

"To provide veterans, qualified civilians and their families with the benefits and services to which they are entitled; to promote their well-being and self-sufficiency as participating members of their communities; and, to keep the memory of their achievements and sacrifices alive for all Canadians" (Veterans Affairs Canada:2000-1:5).

Existing under this mandate, VAC's function, in co-operation with other federal departments, provincial governments and the private sector, has been to "lead in the development, co-ordination and administration of federal policies and programs that provide support for the financial, social, mental and physical well-being of veterans, eligible Canadian Forces members and former members, qualified civilians and their dependents" (p.6). As such, the Department is structured in such a way as to fulfill these obligations (see Appendix A). The Veterans Affairs portfolio consists of the Department of Veterans Affairs which reports to the minister of Veterans Affairs, and the Veterans Review and Appeal Board (VRAB) which reports to parliament through the Minister of Veterans Affairs.

The Department is made up of three branches (Veterans Service Branch; Corporate Services Branch; and the Commemoration, Public Relations and Bureau of Pension Advocates Branch), and two divisions (Corporate Planning Division, and Portfolio Executive Services), all of which report to the Deputy Minister of Veterans

Affairs.

*Corporate Services Branch*

This Branch is responsible for:

- ▶ Ensuring the protection, effective and efficient use of the portfolio.
- ▶ Conducting internal audits and evaluations.
- ▶ Administering property agreements and assisting veterans under the *Veterans Land Act*.
- ▶ Providing support services to the rest of the portfolio (Veterans Affairs Canada website(a), accessed 2000).

*Commemoration, Public Relations and Bureau of Pension Advocates*

This Branch is responsible for:

- ▶ Keeping alive the memory of veterans, their achievements and sacrifices.
- ▶ Contributing to Public Knowledge.
- ▶ Providing Staff and clients with the necessary information to access services and programs of the department, as well as administer those programs properly (Veterans Affairs Canada website(a), accessed 2000).

The Bureau of Pension Advocates, which is stationed within this branch, is responsible for providing free legal aid to persons who seek to establish claims under the *Pension Act* and related statutes (Veterans Affairs Canada website(a), accessed 2000).

*Veterans Services Branch*

**This branch is responsible for:**

- ▶ **Delivering pensions and health care.**
- ▶ **Functional and line authority over program operations within the health care, pensions and economic support areas.**
- ▶ **Program and policy development.**
- ▶ **Negotiating with the provinces.**
- **Delivering other centrally managed programs (Veterans Affairs Canada website(a), accessed 2000).**

**This branch also includes the regional offices, which in turn manage the district offices whose staff provides front line client services.**

**When one thinks of government, it is almost inevitable that one will think of bureaucracy and hierarchy. It is important to note that although the structure of the Canadian government is bureaucratic by definition, federal departments often run differently from one another. In order to truly understand what the "red tape" is all about, it is essential to understand who is in control, what the process is, and how the Canadian government works as a whole. Although Veterans Affairs is a part of the Federal bureaucracy, this particular department operates on a relatively flat structure compared to other Federal departments (Personal Interview with Larry Bredesen: November 27, 2000).**

**Under the Minister, who is accountable to parliament for Veterans Affairs Canada, the first layer of Departmental authority consists of the Deputy Minister who is responsible for two business lines under the Veterans Affairs Program and has an Associate Deputy Minister and three Assistant Deputy Ministers that report to him. The**



second layer is made up of the three branches and two divisions which are overseen by the three Assistant Deputy Ministers (one for each branch). The third layer is the regional offices, which are managed by the Regional Directors General, and finally the fourth layer is comprised of the District Offices which are run by the District Directors. The District offices are where the majority of direct client services are delivered, with the exception of the Regional Client Call Centres which are located in the Regional offices (Personal Interview with Larry Bredesen: Nov. 27, 2000).

### ***Funding and Budget***

Another important component of the organizational structure is the funding of VAC and its programs and services. Not only will we examine departmental expenditures, but also how the funding of the department compares to overall Federal Government spending and the spending of other federal departments. In 1998, Veterans Affairs spent \$1,306,000,000 in pension and benefit payments (includes War Veterans Allowance and pensions for WWI, WWII and Korea veterans, does not include operating costs) which made up 2.5% of the total spent by the Federal Government for non-operational costs (calculated from data provided by Statistics Canada website, accessed 2000). For the year 2001-2002 the *total* Federal expenditure estimate is \$165,236,100,000 which includes *budgetary and non budgetary* expenditures, with the *total* Departmental spending (including operating costs) at Veterans Affairs at \$2,103,796,000. This means that the Veterans Affairs budget operates at approximately 1.27% of the total federal budget. In comparison, The Department of National Defence (not including related agencies) operates at 6.9%, and Human

Resources Development Canada (not including related agencies) at 18.2% (calculated using data provided from the federal government 2001-2002 Main Estimates) (Treasury Board of Canada Secretariat website(a), accessed 2001).

Veterans Affairs is not a high profile department and has often had to fight for a piece of the federal purse when it comes to operating costs. On the other hand, the Department does not have to fight for the money to pay client benefits, which is where the bulk of their spending goes. Although the Treasury Board does not provide continued and increased amounts of money to the Department without a justifiable reason or framework for spending accountability, there is always a good case being made for new and continued benefits. The reason for this, at least in part, is due to the legal responsibility that the Federal Government has toward veterans, and the recognition that cutting benefits to this special segment of men and women who have served the country would contradict this legislated role (Personal Interview with Larry Bredesen, Nov. 27, 2000).

## **2.5 Current Demographics and the External Environment**

The aging population has resulted in more and more people living substantially longer lives. However, these increases in longevity will inevitably produce more years of disability and dependence for many older Canadians. These numbers directly impact Veterans Affairs, due to the changing client base and the complexity of the health problems that accompany that change. Demographic projections illustrate that this is a trend that will continue well into the future.

Statistics Canada data (1999) illustrates that Canadians aged 15-64 make up 68.2% of the total population, and those aged 65 and over make up 12.4% of the population. In 1999, the Canadian population totalled 30,491,294. By 2006, it is estimated that the population will reach 32, 248, 600, by 2016 it will have increased to 34, 428, 800 and by 2026 the population will be 36,205,300 (Statistics Canada website, accessed 2000).

In order to fully understand how these projections will affect Veterans Affairs in the next several years, the population projections for certain age groups must be understood. According to Statistics Canada (1999 data), the population aged 45-64 will increase from 23.9% of the population in 2001, to 26.9% in 2026. Despite the small estimated increase for this group, it is also estimated that the population aged 65 and over will nearly double in the same amount of time, increasing from 12.7% in 2001 to 21.4% in 2026 (Statistics Canada website, accessed 2000).

The data illustrates that, in comparison with the general population, the estimated total Canadian senior population, as of March 2000, was 3,849,897. Of this total, 382,775 (9.94%) were veterans (Corporate Information System site, 2000 data), with one of every four men over the age of 65 being a veteran (Veterans Affairs Canada, 1997:5). Despite the increase in the overall aging population, the total veteran population (those having served in WWI, WWII or Korea) will continue to decrease to half its current size in the next ten years, with a projected population total of 144,504 by 2010 (Corporate Information System site , 2000 data).

In 1996-97 Veterans Affairs delivered services and benefits to approximately 218,000 clients, including 124,000 veterans receiving income benefits or disability

pensions, more than 70,000 survivors (mostly widows), and approximately 23,000 Regular Force (Peacekeepers) clients who were receiving pensions and other benefits related to their service (Veterans Affairs Canada, 1997:5). In the year 2000, Veterans Affairs was delivering services to approximately 207,996 clients comprising 110,517 veterans, 69,868 survivors and 27,611 Canadian Forces clients. By 2005 services will be delivered to a decreasing population of 187,494 clients, 87,964 of which will be veterans, 68,361 will be survivors and 31,169 will be regular force clients (Corporate Information System site, 2000 data). In addition to this, the average age of veterans in 1997 was 76 years of age, projected to increase to 79 in 2002, and 84 in 2008 (Veterans Affairs Canada, 1997:5).

These demographics highlight two important factors that will directly impact how Veterans Affairs Canada continues to deliver its services in the future. First, is the increase in the aging population. Although the veteran population having served in WWI, WWII or Korea will inevitably pass away, veterans are living longer lives and will therefore be collecting pensions and benefits for longer periods of time, as will their spouses. It is likely, that most of these veterans and their spouses will also develop more complex health problems requiring the use of medications, special equipment (e.g., wheelchairs), and other health treatment benefits. Second, despite the decrease in the veteran population, there is a clear increase in the number of Regular Force clients being served by Veterans Affairs, bringing with them new needs that must be addressed. In this context, it is also important to note that the demographic projections for the Canadian Forces client pre-date the implementation of new legislation which increased service and benefit eligibility for the CF client. (This issue will be discussed in

further detail later in this section). As such, it should be anticipated that there will be a significantly larger increase in the actual number of Canadian Forces members being served by VAC than is reflected in the data.

### ***CF Client Demographics***

Having discussed the service direction of VAC with respect to its changing client base, it is important to understand the basic demographic profile of today's Canadian Forces member in order to put identified issues into a quantitative context (Veterans Affairs Canada, 1998).

#### **Population Trends**

- Average annual growth rate for Canadian Forces Pensioners of 9% between 1990-1998.
- Number of CF clients increased from 13,000 in 1990 to 25,600 in 1998.

This trend is opposite to the one observed for "other pensioners" ( i.e. war service veterans and their survivors) which demonstrates a decrease in numbers.

#### **Age**

- In 1998, the majority of Canadian Forces pensioners were under the age of 65.
- 63% fell between the under 30 category and the 50-59 category.
- Canadian Forces pensioners had an average age of 59, while "other pensioners" had an average age of 78.

Age and population trends demonstrate that the Canadian Forces clients are

increasing in number, and on average, they are about twenty years younger. This will have definite implications for future service delivery.

### Family Status

- In 1998, 71% of Canadian Forces pensioners were married (includes legally married and common-law status).
- Canadian Forces clients had nearly 11 times more dependent children than the "other" client.
- 8.3% had one child, 6.9% had two children, and 1.8% had three children.

This variation can be attributed to the age differences in the two groups. With the "other" pensioner group being twenty years older on average, this likely means that their children are no longer of an age that can be considered dependent. It is also important to note the high percentage of married members. This reinforces the need for family supports in recognition of the spouses' and childrens' need to relocate and reintegrate with the member.

Health Issues (Veterans Affairs: Continuum of Service Project presentation, 2001; Veterans Affairs, March 2000)

- 15% of Canadian Forces clients present with symptoms consistent with Post Traumatic Stress Disorder (PTSD).
- 28% present with symptoms consistent with major depression.
- Only 1.2% are pensioned for PTSD and 1.9% pensioned for

psychoneurosis.

- 43.3% are pensioned for hearing loss.
- 83% report problems with pain. Pain is most frequently reported in the 35-44 age category.
- 57% report back problems.
- Matched to a comparison group from the general population, it was shown that Canadian forces clients have significantly greater health care utilization.

The *Review of Veterans Care Needs* highlighted some very important findings for the Department of Veterans Affairs. Not only did it give the Department a look at what the needs of the CF client are, but it also demonstrated the similarities between the needs of today's CF members and those of the soldiers returning from WWI, WWII and the Korean conflict. One of the findings of the report highlighted that although the needs have not changed much over time, there is now an increased rate of discharge from the military due to disability. The study further stated that Veterans Affairs "neither predicted nor adequately planned or prepared for this" (Veterans Affairs Canada, February 2000:7). In fact, the gap in service may exist because there has been increased pressure put on still-serving CF members to deploy on more peacekeeping missions in order to meet Canada's commitment to NATO and the UN. Consequently, the Department of National Defence and Veterans Affairs Canada have been slow at responding to the increasing demands of these CF members (Veterans Affairs Canada, February 2000:7). The report demonstrated that after WWII, veterans were reluctant to access services from VAC for their trauma and are now coming forward to collect

disability pensions for conditions like Post Traumatic Stress Disorder (PTSD). The report also commented that today's CF members' health conditions are very similar to those of the veterans returning from Korea who, because of back or knee problems and chronic pain had difficulty working and supporting their families after their return from duty (Veterans Affairs Canada, February 2000: 7). The "VAC Canadian Forces Survey Analysis" which was released on March 13, 2000, supports this with findings that highlight some of the important needs of the CF client in transition that warrant attention and intervention by the department.

It is important, after displaying the demographic profile of the Canadian Forces client, to give detail on the numbers of Canadian Forces members who are released, this helps facilitate an understanding of how many clients have or will potentially seek the services of VAC. In 1996, there was a total 6,212 members released from the military. Of that total 587 were medically released. In 2000, a total of 3,802 members were released from the military with 1,570 of those members being released for medical reasons (Veterans Affairs Canada-COSP presentation, 2001). This demonstrates that although the total numbers of releasing members are decreasing, there has been a significant increase in the numbers being released for medical reasons. The data have shown that the reasons for such a release are varied in form and complexity, and together, help provide a solid argument for the establishment and implementation of integrated service delivery approaches for releasing Canadian Forces members and their families going through transition.



## **2.6 Theoretical Models of Transition: Applications for the Canadian Forces Member in Transition**

According to the transition model, stress is seen as stemming from changes, which can encompass both losses and gains. Jacobson (1986), discusses the concept of “psycho social transition” and describes this as “a relatively abrupt change in a person or in his environment which affects the individual’s assumptions about the world and his or her place in it” (p.251). Jacobson goes on to explain that these assumptions help the individual understand the world and give meaning to their personal experiences. As a result, these assumptions shape behaviour and when they are challenged or changed by events, the individual’s sense of meaning is undermined and the experience is stressful. One of the most important implications of this theory on the issues associated with transition for Canadian Forces members is the notion that not only is the event itself stressful, so is the readjustment of the individual’s assumptive world. This theory demonstrates the importance of recognizing that change not only encompasses external circumstances, but individual perceptions as well. Although the physical change may be sudden and immediate, such as the move from life on a Canadian Forces Base to the “civilian” world, the cognitive change can be much slower.

Weiss (1990), states that moving away from people with whom one has social bonds is likely to cause distress. He points out that the loss of social bonds can accompany geographic mobility, conflict, or loss of work through firing or retirement. However, Weiss also notes that bonds formed in “relationships of community” are the most devastating bonds to break. He states that loss of access to a community of

friends, family, or workmates is more distressing than the loss of a bond to one individual (p.3). The complete absence of community can foster feelings of marginality, valuelessness, and exile. As such, relationships of community " provide a sense of place, of membership in a valued collectivity, that gives individuals a feeling of meaning to others and of personal worth" (p.4).

Arthur (1998), describes the process of change and transition in the context of a cultural change. She discusses how during cross-cultural transition "exposure to norms and behaviour that contrast with one's own culture poses challenges to an individual's understanding of self, values or assumptions about others" (p.36). The process of transition from one culture to another is often referred to as "culture shock" and it can manifest itself in psychological symptoms such as depression, social withdrawal, concentration and performance inhibition, loneliness, and hostility. It may also include physiological symptoms including insomnia and gastrointestinal problems (p.36). When we look at the transition of Canadian Forces members from the military to civilian life, we are in essence looking at the cross-cultural transition of these members from military culture to civilian culture. Arthur suggests that people in this state of transition are thrown into situations that require learning and adjustment to new role demands. She also says that "disruptions to familiar ways of interacting and usual sources of personal validation, along with the need for rapid acquisition of culturally-appropriate responses, lead to the sense of confusion and conflict associated with culture shock" (p.37). This concept leads us to the "acculturation framework" as it addresses issues of culture-shock. This perspective supports the position that acculturative stress results when demands of the new cultural context exceed the coping resources of the

individual. For some people, the adjustment to a new culture is minor, while for others it can accompany major psychological and physical disturbances (Arthur, 1998: 37).

Cross-cultural transitions involve many factors of adaptation that include psychological adaptation, such as a clear sense of personal identity; socio-cultural adaptation, such as an individual's skills or managing family responsibilities; and economic adaptation, such as employment and economic viability. Arthur (1998) identifies four acculturation strategies for integration. They are:

- Assimilation - individuals who either do not want to, or cannot hold on to their original cultural identity and assimilate into the new cultural context.
- Separation - individuals who hold onto their original cultural identity and do not participate in new cultural contexts.
- Exclusion or Marginalization - occurs when individuals' lack appropriate means to maintain their original culture as well as encounter barriers to participating in a new cultural context.
- Individuals who maintain a degree of their own culture while participating within the new cultural context (p:38).

It is important to distinguish the difference between the transitioning Canadian Forces member and the population being referred to by this theory. Canadian Forces members who are moving from the military world to the civilian world are in effect facing a culture shock. This is especially true for members with long-term service to the military, and those members who are being unexpectedly released for medical reasons. In the case of the medically released member, there generally do not exist the same

immediate issues of language, racism, and poverty that recent immigrants to the country may experience. However, the same physical and psychological symptoms can be a result of losing the community connection and having to manoeuvre within an unfamiliar civilian system. In its most basic form, the principles of acculturation can be easily applied to the impact of transition on the Canadian Forces member.

Another important aspect of transition that directly impacts the Canadian Forces member is that of unemployment, or more specifically, the transition from employment to unemployment. Payne (1990) translates transition theory into the context of unemployment by arguing that a successful transition from employed status to unemployed status is dependent on “financial resources, social support, a flexibility in family structure, a professional approach to the termination on the part of the organization and the avoidance of prolonged unemployment” (p.266). He points out that there is a significant correlation between increased stress levels and unemployment. Related symptoms include anxiety, depression, somatic symptoms, and other physical illnesses. Payne also goes into detail about some of the demographics that affect these health issues. Three variables that were identified have direct applicability to the Canadian Forces member upon release. They are:

- Length of Unemployment.
- Personal Vulnerability.
- Age.

### *Length of Unemployment*

Length of unemployment is particularly relevant to transition and its stress

related symptoms. Payne points out that psychological distress increases quite severely in the first six to eight weeks of unemployment, remaining so for several months. He suggests that people have two types of adaptive skills in this regard. The first is "constructive adaptation" whereby individuals develop their own interests and expand their social networks. The second technique is "resigned adaptation" whereby the individual reduces aspirations and avoids risk (1990:254). For the Canadian Forces member it is important to remember that issues such as lack of transferable skills to the civilian world, lower levels of education, and relocation (which can drastically alter the amount and type of social support in close proximity to the member), can reduce the member's ability to constructively adapt to his/her unemployed status and may in fact enable a resigned adaptation process.

### *Personal Vulnerability*

According to the literature there are four types of vulnerability factors: personality traits, affective disorders, physical disabilities or chronic health problems, and long-standing environmental threats. These factors influence how an individual will cope with job-loss and extended unemployment. Payne (1990) points out that these factors, coupled with economic strain also have an impact on family members and overall family adjustment (p.254). Payne also cites a longitudinal study done in Holland in 1988 that found the operation of a selection mechanism that provided more jobs to the healthy unemployed than the unhealthy unemployed (p.255). This has a significant impact on the medically released Canadian Forces member who, as previous data has shown, may suffer from minor injuries, to chronic and/or persistent physical or psychological

injury.

### *Age*

Another interesting variable affecting transition is age. Payne (1990) demonstrates that individuals aged 20-59 years show the most significant signs of psychological distress associated with unemployment compared to individuals in other age categories (p.255). The explanation offered for this is that middle-aged groups have different responsibilities and feel greater effects of financial loss due to their greater responsibilities and needs, such as children or mortgage payments. As the data has shown, the majority of Canadian Forces members being medically released fall within the 20-59 age range, which may put them at a higher risk for psychological distress due to their sudden unemployment status.

One of the struggles in dealing with the Canadian Forces member in transition as a client group, is recognizing the different stressors that exist and are often created by a sudden transition from one culture to another, from employment to unemployment, or from a concrete and supportive social network to social isolation. Figuring out how these issues of transition interact with one another as well as with the stress accompanying injury will enable an appropriate care response/intervention that incorporates the skills of formal and informal helpers to provide emotional, material and information support during the period of transition.

## **2.7 Horizontal Management**

### **What is Horizontal Management?**

The complexity of social problems in contemporary society has created significant challenges for the public service in coordinating and delivering effective services to the public. As such, the need to coordinate policy and practice within, and across, departments has led to a strategy called horizontal management. Horizontal Initiatives can be defined as, "Collaborative endeavours among autonomous organizations seeking common policy objectives through shared governance and resources" (Juillet, date unknown). Horizontal initiatives can exist in a wide variety of forms, including: interdepartmental, intergovernmental, or intersectoral; internal, service delivery or policy strategy; and degrees of formality.

Environment Canada, in collaboration with the Canadian Centre for Management Development (CCMD) (2000), define horizontality as "the building of communication and collaborative relationships across organizational boundaries" (p.3). This statement reiterates the importance for utilizing this management concept in practice within the public service, by using it to create coordinated and efficient division of labour between teams, departments and regional branches. This type of management has been identified as an important policy agenda item for the public service, due to the increasing number of policy objectives and public services that cut across departmental boundaries. The article asserts that with the progression of information and innovation in our knowledge-based world, citizens expect single-window service delivery when accessing public services. The use of horizontality, by definition, would then enable the possibility of a more effective and efficient public service delivery (Environment Canada

& Canadian Centre for Management Development, 2000).

### **A Move Toward Horizontal Management**

In the *Report of the Auditor General of Canada* (2000), it is also stated that there is growing attention being paid to the horizontal management of issues as a result of the Canadian Government's commitment to broad policy issues that often span departmental mandates. When this occurs, no one department has all the resources, whether financial, human, or technological to manage the issue in the most effective manner. As such, departments must work together in achieving overall objectives by sharing resources dedicated to the issue, as well as working collectively to identify and fill service gaps, while reducing or eliminating redundancy (Peters, 1998). In order to effectively manage for results, it must be recognized that there may be a need to work with other levels of government and additional partners outside government.

The Report of the Auditor General (2000) goes on to identify key issues that must be addressed in order to achieve successful horizontal management of issues. The first necessity is the identification of a lead department. Having a lead department in place ensures that the issue at hand is managed in a way that meets the objectives and obligations of the partners and "ensures that partners are kept informed, that performance is monitored, and that partners live up to their commitments" (p.20-29). The report also stresses the importance of having the lead department recognized as such by the other partners, in order to award it the power it needs to delegate responsibilities. The second key issue that must be addressed is the recognition of the policy issue by senior management. Based on previous studies by the Auditor General,



the report demonstrates that support from senior levels of departments as well as defined political support, are necessary factors in the facilitation of successful horizontal management. Senior and political support results in more focussed, better resourced, and more effectively managed horizontal issues that are better able to fulfill government's commitments. In the absence of such support, partners often become drained and lose interest in the issues. The third determinant of successful horizontal management, identified by the Auditor General's Report (2000), is the use of formal frameworks to define the roles and responsibilities of partners in reporting and accountability.

There are two areas of accountability that pose a significant challenge to the successful coordination of horizontal initiatives. The first is performance accountability, which becomes difficult to identify within a multi-organizational setting where funds and other resources are being shared (Peters, 1998). Although coordinated approaches to program and service delivery may be enhanced in their effectiveness and efficiency, it does become more difficult to "identify where the system broke down" when things go wrong (Peters, 1998:23). In addition to this, there exists financial accountability, which may become equally as hard to maintain when there is a sharing of funds for a project. If funds are misspent or misallocated, who is held responsible? (Peters, 1998). The Report of the Auditor General (2000) notes the importance of having senior officials sign agreements to help clearly define the commitments made by their departments. This helps keep departments aware of their obligations and helps to clarify the expectations and accountabilities of all the departments involved. Finally, levers and incentives are needed to support co-operation among partners and help eliminate a

departmental focus on vertical reporting and accountability. It is important to avoid the promotion of horizontal management on the premise of coercion whereby members do what they are told and keep their involvement to the bare minimum. Being able to secure voluntary participation helps ensure that the policy issue will be managed with greater effort and support (Environment Canada & Canadian Centre for Management Development, 2000). It is important, when promoting the idea of horizontal management, that central agencies are more directly involved in the planning, development and increased visibility of this promotion, if the issue is in fact a priority of the Federal Government (Report of the Auditor General, 2000; Peters, 1998; Environment Canada & Canadian Centre for Management Development, 2000).

### **Facing the Challenges: Models of Horizontal Management**

There are many models that demonstrate the promotion of successful horizontal governance. Some specific examples address the challenges presented previously, and many of these models can be used in combination, to ensure effective and efficient horizontal management of policy and program initiatives. The first model is the "champion" governance model. This model involves creating a *special oversight position* within the public Service to be directly responsible for horizontality (Environment Canada & Canadian Centre for Management Development, 2000). This official would be responsible for supervising resources, promoting the concept within the public service and lobbying for its success as a whole. In addition to this, the official would give a profile and single point of accountability for the horizontality agenda (Environment Canada & Canadian Centre for Management Development, 2000). This

would be achieved through the establishment of a new position and supporting secretariat, likely through an existing central agency which would enable the promotion of horizontality in the higher levels of the public service, the establishment of standards, and support for horizontal initiatives throughout the hierarchy (Environment Canada & Canadian Centre for Management Development, 2000).

The two potential benefits to this model are the creation of an overreaching authority needed to promote horizontality, and the existence of a central point of accountability. However, with this model come two potential challenges. First, is that the idea of a centralized point is not really in keeping with the overall ideology of horizontality by continuing a top-down approach to the management of initiatives. Second, is the fact that a central oversight position may not have direct authority over those things that they are held accountable for (Environment Canada & Canadian Centre for Management Development, 2000).

A second potential model is the "Departmental Cluster" model which would take specific clusters of departments and designate them as pilot projects with specific horizontality goals. Each cluster could be responsible for a different type of policy such as economic or social. These clusters would be used as examples and their approaches and results could be published and distributed to help further awareness and acceptance of horizontality as a concept. The main benefit to this model is the continued promotion of horizontality. Its downfall, is that it has been tried to some extent in the past with mixed outcomes, which has resulted in partners falling into patterns that merely take them through the motions. This model would need to be reinvigorated by providing greater administrative support, profile, and accountability to

participants (Environment Canada & Canadian Centre for Management Development, 2000).

The third model of governance is called “Communities of Practice” model. This model proposes that communities of practice are developed with groups of people who share similar occupations or interests, and who share ideas and knowledge as they solve similar problems (Environment Canada & Canadian Centre for Management Development, 2000). These communities would not be organized around hierarchical rank within a particular organization but would instead be organized around the expertise of their members. These communities would be developed through the cultivation of meaningful dialogue between members that fosters innovation and good practices, as well as through the creation of forums within which members can interact. The benefit to this model is that it enables the sharing of highly specialized knowledge and tends to create group cohesion. The shortfall is that there is a challenge in creating these groups, especially across regions because of the potential expense (Environment Canada & Canadian Centre for Management Development, 2000).

Another model is the “Network” governance model which involves linking various pilot projects and interested parties across the public service. In this model, the participants retain autonomy while an umbrella organization takes care of the activities and lessons learned by the network, which often manifests itself in electronic form. The central organization could be made up of representatives from the various pilot projects across government and could set down guidelines and maintain communication (Environment Canada & Canadian Centre for Management Development, 2000). One of the benefits to this model is that it provides a framework that preserves

decentralization and autonomy. However, it is a model that has led to the development of many networks across the public service sector making it difficult to develop new ones, and for people to participate in so many (Environment Canada & Canadian Centre for Management Development, 2000).

These are very specific models of governance, which can be intertwined and used in a variety of ways to maximize efficiency and effectiveness in achieving horizontal objectives. Juillet (date unknown) outlines a more simplified and general criteria for this kind of framework by highlighting the necessary pieces for a successful governance model that addresses some of the challenges. First, is the need for a transparent governance council that has clear, shared expectations and agreed upon outcome indicators. As well, there needs to be a collective reporting strategy that assures the collection of meaningful data and respects the autonomy of partners. Finally, there needs to be a forum for resolving disputes. This can be achieved through the nurturance of key managerial concepts like leadership and conflict management, as well as through the commitment to provide human and financial resources, rewarding collaborative behaviour, and limiting the turnover of people associated with the initiative. This framework relies on the creation of collective learning opportunities, advisory boards and consultations from affected citizens and the use of constructive performance audits such as a peer evaluation system.

These models can be realized through a variety of different forums, including Interministerial organizations which can take on the form of "virtual organizations" where there is no actual structure or permanent membership (Peters, 1998). Often, task forces or working groups are established to identify and clarify a cross cutting

policy issue. An example of this found in the literature, was the establishment of several task forces in Canada to review issues of agency, program and policy expenditures (Peters, 1998). Often, task forces and working groups are established to address issues that can be dealt with in a short period of time or have a specifically identified question that needs an answer. Interdepartmental committees are another popular forum for solving issues of horizontal complexity. These committees are flexible and can exist at many levels of the government structure, bringing together those organizations that are affected by the issue at hand. However, more often than not, these committees do not have the authority to advance policies any farther than they already exist, and “would tend to only be as effective as their most committed member” (Peters, 1998:37).

Recently, Federal Regional Councils have been examined as forums for horizontal governance. Federal Regional Councils were created about twenty years ago with the objective of increasing and improving information sharing between senior managers across the country. Most of them were created in part, to improve the local coordination around regional economic development strategies in the early 1980's (Juillet, 2000). Federal Regional Councils rely on voluntary participation in the council's work and are funded by the Treasury Board as well as by contributions made by the participating departments. The role of Federal Regional Councils has changed considerably over the last several years. Although their primary focus is to continue facilitating relationships among senior regional managers, the councils have started being used as forums for the coordination of horizontal initiatives. For instance, during the program review period, the Public service was facing severe cutbacks. The Federal

Regional Councils became “privileged forums to develop and coordinate the provision of locally-shared support services in the region” (Juillet, 2000:2). The Federal Councils have also become forums for coordinating human resources initiatives, coordinating communication between the federal and provincial governments, and assistance in the management of the government’s homelessness and Urban Aboriginal policies (Juillet, 2000). All of these examples illustrate the multi-faceted role played by the Federal Regional Councils in Horizontal coordination and management.

There have been several factors identified as those that have enhanced the Council’s effectiveness in horizontal management. First, is the idea that Federal Regional Councils are successful simply because they exist, and there is no other formal vehicle in existence to serve the same purpose. As well, there is a sense of shared values and sense of community that comes from both the voluntary nature of their membership and a shared concern for regional issues and local perceptions of government (Juillet, 2000). Finally, leadership was again identified as a key requisite for success. It is important to note the senior level support that is given to the Federal Regional Councils by the Treasury Board of Canada Secretariat, as well as briefly comment on the importance of having an effective chairperson at the Council level to motivate members in the absence of formal authority. This is a key factor when examining the distribution of leadership within the councils whereby individual members assume leadership responsibility for specific policies or initiatives (Juillet, 2000).

The literature also identifies several obstacles to Federal Regional Councils’ effectiveness in horizontal management. First, is a lack of core funding that hinders long-term planning. Councils are concerned that too many projects are being

undertaken without sufficient resources. The result of this is that those council members, who voluntarily participate in council activities, may begin to withdraw their help as they become too burdened with the work of the Council. Another impediment to success was identified as a lack of support from those in executive level positions (beyond Assistant Deputy Ministers), which can result in a refusal to acknowledge work done on horizontal initiatives and critical attitudes toward senior managers taking the time to take part in Council meetings. Another obstacle faced by the Councils are the existing managerial frameworks that dictate financial, human resources and equipment management designed to benefit vertical structures and practices. What this results in is that "council secretariats can spend considerable time and energy finding ways to serve horizontal projects while respecting the prevalent administrative rules for accountability" (Juillet, 2000:8).

There are many more issues facing the Federal Regional Councils in their endeavours of horizontal management. Overall, it should be understood that Councils' continued effectiveness relies heavily on the commitment and voluntary participation of its members, a recognition of its autonomy by the central agencies, and targeted and adaptive approaches to dealing with problems of operation and accountability, as opposed to universal measures. Nonetheless, it would appear that Federal Regional Councils provide an effective arena to facilitate horizontal governance because of their ongoing role in promoting personal relationships and information flow among its members (Juillet, 2000).

This model, its purpose, strengths, and weaknesses provide an example of horizontal management in practice, and can be used as a comparison for the



Interdepartmental/governmental Working Committee recently established by VAC and DND to address the issues of transition (the Working Committee will be discussed further in Part III).

## **2.8 Citizen-Centred Service Delivery**

A current and related objective for the Federal Government is an emphasis on citizen-centred service delivery. This concept refers to finding "effective means to deliver complex services with the citizen and client as the centre of the process" (Treasury Board of Canada Secretariat website(c), accessed 2001:1-2). This is considered a shift away from delivering services based strictly on departmental mandates. The idea of citizen-centred service delivery encompasses horizontal integration between departments, other levels of government, and outside agencies, and gives the task of integrating services back to the service providers. Alternative service delivery approaches that have proven effective in cost and service improvements include single-window delivery systems and partnerships (Treasury Board of Canada Secretariat website(c), accessed 2001). An example of this is the collaborative efforts of Revenue Canada, Citizenship and Immigration Canada, and the Passport Office who work together to get pre-cleared travellers through Canadian customs in less time (Treasury Board of Canada Secretariat website(c), accessed 2001).

This move toward a more people centred public service is part of the Government's plan to move away from a "public service where jobs were based

primarily on repetitive, well-defined tasks and predictable activities and where vertical, top-down communications approaches were the norm" (Mel Cappe, clerk of the Privy Council, Secretary to the Cabinet and Head of the Public Service, 2001:3). The transformation that is taking place is directed at making the public service more innovative, adaptive, responsive and flexible.

In 2000, the Treasury Board of Canada Secretariat published a document called *Results for Canadians: a Management Framework for the Government of Canada*. The framework outlined by this report illustrates techniques focussed on improved service delivery. The framework includes four management commitments including values, results, responsible spending, and citizen focus. For our purposes we will look only at the commitment to citizen focus and explore how the government of Canada is committed to design, fund and deliver its programs from the perspective of the citizen. This commitment to citizen focus has been broken down into three fundamental areas for response.

The first is an improvement in *Accessible, Connected Service* which includes increased client accessibility through the phone, mail, internet, or even walk-in centres. The idea is to create seamless service delivery that facilitates an easy, "one-stop shopping" model for improved client accessibility. This may become much easier with the availability of advanced information technology, that allows the government to stay connected through the internet, as well as allowing citizens to become connected to government services in the same way. Although the Canadian Government is moving toward electronic service delivery, it also values "more traditional channels- telephone, mail and in person. They want a choice of channels and one-stop access that

integrates across them, taking advantage of the value of each" (p.7).

The second area of response is *Serving the Public Interest* which attempts to balance the responsibility and accountability of the ministers and government officials with a consistent and comprehensive delivery of services to Canadian citizens.

Upholding the public interest means "working under the democratically established rule of law to achieve a continuous balance..." (p.8). In order for this to be accomplished, three things must be considered:

- Ensuring fairness and equity to protect the interests of citizens.
- Providing effective and responsive service to those clients who access government of Canada services.
- Continued vigilance of program affordability and cost-effectiveness for the taxpayers.

An improvement in client services means that the government must protect the broad interests of all Canadians by ensuring that agencies set targets, monitor implementation, evaluate levels of satisfaction, and report on their progress (p.8).

The Third area of response is *Partnerships*, which recognizes the need for cross-departmental, governmental, and private sector alliances in both the designing and delivering of services, with the recognition that sharing knowledge will be critical to future successes. Public institutions no longer have a monopoly on relevant knowledge, but instead must gather it, define it, and make choices in the best interests of all Canadians as citizens, clients or taxpayers. To achieve this end, the Canadian Government has begun two initiatives aimed at helping citizens get services in a faster,

more convenient way (p.8).

More than 110 Service Canada Access Centres are opening, or have opened, across the country on a pilot basis. Their purpose is to allow Canadians to access the services of many departments in one place. These centres use the internet as their platform so that regardless of where someone lives, they will be able to access services more efficiently. Service Canada Centres will also improve telephone services through the government of Canada's national information line. In addition to this the Government of Canada On-Line initiative, the "Canada Site", will be redesigned to make it easier to use. With electronic service delivery seen as the wave of the future, Service Canada will take services, as they come on-line, and integrate them into a consistent framework. As a pilot project, these Service Canada projects will be critically evaluated using citizen feedback to continue improving the system (p.27).

Another project being undertaken by the Federal Government is the Service Improvement initiative that will use client feedback to set standards for satisfaction, and help to determine improvement priorities and targets. The goal is to achieve a quantifiable improvement in client satisfaction with service delivery (p.28).

In 1995, Veterans Affairs Canada set out to implement its first department wide service standards. These standards were developed in consultation with employees, clients and stakeholders and consisted of the service commitments within the portfolios of Veterans Affairs and the Veterans Affairs Review and Appeal Board. The quality standards set by Veterans Affairs were/are based on the principles of courtesy, promptness, caring, and fairness (Blythe & Marson, 1999). Service standards for specific program areas include turnaround time commitments, types of benefits offered,

and eligibility for income support and disability pensions. In addition to this Veterans Affairs is committed to informing clients about the potential impacts of new decisions, such as how changes in income support may affect other benefits (Blythe & Marson, 1999).

In order to put this initiative in place, the Department has had to do several things. First, top level support needed to be obtained. The Service Standards initiative was supported by the Deputy Minister of Veterans Affairs and led by senior management. The initiative also needed to be communicated to the organization and was done so using briefings, internal correspondence and consultations. Next, the Department developed a working group that comprised employees from across the Department and representing all service lines. These employees made up teams that worked together as required, to develop service standards. Finally, the Department solicited client and stakeholder feedback through focus groups and informal discussions and drafted their service standards for further input (Blythe and Marson, 1999).

Having discussed how the Federal Government and specific departments are going about fulfilling the commitment to improved service quality for citizens, we must pay some attention to the possible shortcomings that could befall those organizations that attempt this endeavour. Veterans Affairs commented on the difficulty in building consensus around the definition of service standards, as well as difficulty communicating the meaning of the initiative consistently throughout the organization. Other issues that have been noted in the literature as hindrances to successful horizontal management and citizen-centred service delivery include human resources

management laws that are too linear, complex and rigid and are hindering the transformation of the public service to a more people centred government (Mel Cappe, Clerk of the Privy Council, Secretary to the Cabinet, and Head of the Public Service, 2001), as well as, legislative boundaries that may surface with respect to the undertaking of partnerships (Treasury Board of Canada Secretariat, 1998). An example of this is that legal partnerships between departments run the risk of violating sections of the Financial Administration Act, which can hold the government liable for amounts of money spent that exceed parliamentary approved appropriations. As well, partners can be held legally liable for partnership debts, unless very specific documentation is developed that outlines the mechanisms and conditions for spending, which includes sharing risks and benefits, and caps maximum federal exposure (Treasury Board of Canada Secretariat, 1998).

Horizontality, citizen-centred service delivery and partnerships. These are all concepts that are being championed by the Public Service in this new millennium, in the hopes of improving quality services to Canadians while maximizing the financial investment of all partners. At their cores, these concepts are straightforward in their meaning, and are often extensions of one another, demonstrating both structural and procedural frameworks for success. What is most interesting about the notions of horizontality, and citizen-centred service delivery is that they can be practiced on many different levels. By definition, partnerships in these initiatives can be interdepartmental, governmental, or sectoral. We have also seen the example of a Veterans Affairs initiative that demonstrated horizontal practice *within* a department, geared at improving service delivery to the client.

These citizen centred service delivery initiatives are only one piece of the government's overall agenda for change. Yet, if we look at the goal of this improved delivery system as an amalgamation of citizen satisfaction with both service delivery and the accountability of responsible government, then overall improvements in government functioning should benefit all citizens regardless of whether they are service users or not.

## **2.9 New Directions: Veterans Affairs Responds to a New Client Group**

In 1998 The Standing Committee On National Defence and Veterans Affairs (SCONDVA), released the *Quality of Life Report* to uncover some of the key issues that were affecting the morale of the Canadian Forces. The committee made 89 recommendations to the Canadian Government for the improvement of the quality of life in the Canadian Forces. Among these recommendations was improved care to the injured, increased family support, and improved transition services. Based on these recommendations, and others, there have been changes made to try and improve the quality of life of the Canadian Forces (Department of National Defence website(b), 1998; Department of National Defence website(a), 1999).

The VAC-DND Centre in Ottawa was established as a centre for the support of injured and retired members and their families. In 2000, The Centre implemented its Transition Assistance Program (TAP) to aid in employment by matching the skills of releasing members to prospective job opportunities.

The Military Family Resource Centre (MFRC) is another example of improvements in the military. Although these resource centres have been in existence for some time, their mandates and resources have increased as a result of the report. Some of the services offered by the MFRC are Outreach, Youth Services, Prevention, Intervention and Consultation, Spousal Employment Assistance, and Deployment Support. What must be noted, and remembered is that programs offered by the MFRC are only meant to be utilized by the families of Canadian Forces members. When a member leaves the military, these services can no longer be accessed (Military Family Resource Centre website(a), accessed 2001; Department of National Defence website(b), 1998).

In 1998, VAC also undertook a project as a means to help clarify their role with respect to service delivery for the Canadian Forces client. *The Review of Veterans Care Needs*, used various methodological means to assess what issues existed for Canadian Forces members. One of the overreaching problem areas that was identified by the report was that of transitional services. The findings of that report have prompted two more undertakings for VAC. First, is the *Continuum of Service Project* (COSP) whose aim is to modernize VAC services and benefits, integrate service delivery, and enhance partnerships using a seamless approach to program and service delivery which uses all available resources to meet client needs (Veterans Affairs Canada- COSP presentation, 2001). Second, is the very recent establishment of an Interdepartmental/governmental Working Committee to address transition issues for CF members and their families. This initiative was piloted by the Manitoba District of the VAC Prairie Region, in partnership with DND. The Working Committee was formed as



a result of the realization that no single department was equipped with the adequate resources to deal with the vast array of issues facing this client group. The varied and complex needs of CF members can present in the form of health, employment, education or financial needs, which highlights the fact that there are a number of departments at all levels of government that can and should take some responsibility for serving this client group after their release from the military. The Working Committee is in process of identifying existing and applicable services through the participating departments. It is hoped that eventually existing services will be coordinated and those that do not exist may be developed using a partnership approach.

In the last few years Veterans Affairs has recognized that they are facing a new and complex client group in transition and have been developing new ways to meet the needs of that group. As a result Veterans Affairs has implemented a nationwide Client Service Delivery Network (CSDN) which was designed to provide department employees with a new work tool that would enable them to provide faster and more responsive services to clients (Veterans Affairs Canada -Performance Report, 1999). The department has also implemented a test project called the Client-Centred Service Delivery Approach (CCSA) in several project sites which has now become the operating model for client service delivery in Veterans Affairs, and provides an example of how the Department is providing services to its client using a client-centred and holistic approach to case management. (Veterans Affairs Canada - Performance Report, 1999).

In May 1999, Bill C-61 was implemented and improved the ability of some

surviving spouses of disability pensioners (dependent on the disability assessment) to increase their survivor pension. The Bill also gave former Prisoners of War easier access to certain services, and gave Merchant Navy Veterans coverage to the same Acts that were at one time only accessible to Regular Forces members (Veterans Affairs Canada-Performance Report, 1999). In October 2000, Bill C-41 was implemented to provide greater access to disability pensions for certain civilians, and allows for the payment of pensions to still serving Canadian Forces members (Memorandum, November 29, 2000).

## **2.10 Summation**

Veterans Affairs Canada has a clear mandate to serve the CF client and their family based on legislation that was developed to recognize the contributions of soldiers to Canada. The duties and functions of the Minister, as outlined in Section 4 of the *Department of Veterans Affairs Act*, are:

"...relating to the care, treatment, training, or Re-establishment in civil life of any person who served in the Canadian Forces or in the Naval, Army or Air Forces of Her Majesty, of any person who has otherwise engaged in pursuits relating to war, and of any other person designated by the Governor in Council, and to the care of the dependants of any such person..." (Veterans Affairs Canada, March 2000:13).

Currently, Veterans Affairs is preparing to meet its next challenge, which are the issues of transition to civilian life for the CF client. Realizing that this is an area where large service gaps exist, Veterans Affairs Canada, in partnership with the Department of National Defence are attempting to address this issue, by partnering with various federal and provincial departments in an examination of current programs and services available, and the potential for future integrated service delivery. If it has not been

clearly demonstrated anywhere else that Veterans Affairs has come full circle in its service delivery to the CF client, the issue of transition certainly encompasses this notion. Not only are today's Canadian Forces members suffering similar ailments to the returning veterans of WWI, WWII and Korea, they are demanding recognition for their efforts, and better treatment by the Department in much the same way as returning soldiers of WWI had. Most clearly, today's CF members will need to make the transition to civilian life just like their military predecessors, and as such may require services in the areas of education, vocational training, rehabilitation, disability pensions and income support, to name just a few.

The fact that Veterans Affairs is recognizing the importance of this transition period is reminiscent of how the Honourable Ian A. Mackenzie described the Veterans Charter as "the welfare and rehabilitation into civil life of the members of our forces" (Schull, 1973:35) and enforced it on the principles of recognition for service and compensation.

## **Part III - The Establishment of the Interdepartmental/ governmental Working Committee: The Practicum**

### **3.1 Rationale**

Social Support has been defined in many different ways, as has the need for it and the ways in which it should be utilized. Thomson (1995) defines the concept of social support as "social relationships that provide (or can potentially provide) material and interpersonal resources that are of value to the recipient, such as counselling, access to information and services, sharing of tasks and responsibilities, and skill acquisition"

(p.43). This definition encompasses a wide range of needs that can be met through appropriate social supports.

For the Canadian Forces member and his/her family, social support is a key concept that must be focussed on in relation to issues of transition. The construction of strong social networks that incorporate both formal and informal helping structures may be the most effective way to address the complex and varied needs of these members. The literature demonstrating the effects of change and transition on the individual, in combination with the literature supporting the importance of strong social support networks, helps support the rationale for establishing the Interdepartmental/governmental Working Committee by VAC and DND, with the purpose of constructing an integrated resource network to address the needs of CF clients.

The concept of social networks is complicated. Although they can be viewed as a means to bridging the gap between the individual and needed social resources, and have also allowed for research and analysis that goes beyond the individual and family level, it is also worthwhile to note that "people may be surrounded by large social networks, but may not feel supported or may not be receiving the supports they need" (Kemp, Whittaker & Tracy, 1997:74). This is important to bear in mind when assessing the needs of Canadian Forces members in transition. The military is large and very homogeneous, to live within this culture is to live in a directed and controlled environment that provides the necessary services to its members. The current issue at hand is addressing the needs of members when they are removed from this environment either due to a medical release, voluntary release, or retirement.

In instances of release and transition, it is often the case that Canadian Forces

members may be suffering from physical or psychological injury as well as having lost their culture, their employment, and their social network. Each of these factors on their own poses the threat of stress and stress related effects to the individual, and the family. Combined, the stress can be extremely overwhelming and have very negative consequences.

Using the information collected in the Quality of Life Report and the Review of Veterans Care Needs, VAC and DND began to focus their attention on the needs of CF members and their families in transition, as assessed and reported in these documents. It became apparent to the senior management in both departments, that CF members were not receiving necessary services once they had been released from the military. It also became apparent that both departments had a responsibility for the CF member, but neither owned the full scope of responsibility, nor the resources to properly address the wide range of needs being presented. Although VAC has a legislated responsibility to serve this group, and the Department had a historical role delivering services in all areas related to reintegration into civilian life (e.g. education and training, employment, and income support), they now primarily deliver pensions and health treatment benefits to injured and/or retired military personnel. The Department of National Defence delivers services to, and are responsible for, the well-being of their members during their service, not after they are released. The studies that have been done indicate that there is a need for coordinated services targeted at this group, because they are not having their needs met upon release. In addition, VAC is witnessing a drastic decrease in the numbers of veterans it serves, with a significant increase in the numbers of younger CF clients needing services. This client group is presenting with complex and

varied needs that are reminiscent of those soldiers having returned from WWI, WWII and the Korean conflict. The difference is that today VAC does not offer this group the services it did during WWI and WWII to aid them in their reintegration. The Department has consequently become aware of three important things, which have factored into the establishment of the Working Committee.

First, the Department of National Defence is responsible for the well-being of the Canadian Forces member while they are in service to the organization. Recently, DND has begun to re-evaluate where their responsibility to this client group ends, and whether they should be more involved in the post-release process since most often a medical release will have been the result of an injury incurred during service to the organization. As well, because of the legislation that allows still-serving members to collect disability pensions from VAC, DND has developed closer ties to the Department. Together the two have attempted to coordinate some of their approaches to service delivery.

Second, with VAC delivering pensions and health treatment benefits, the Department is not equipped to directly deliver services in many of the other areas where need has been identified. Additionally, the Department does not need to be responsible for the delivery of a majority of these services because many of them already exist and are delivered by other federal, provincial, municipal and private sector agencies. VAC therefore, needs only to continue their role as service broker through case management, and can most effectively do this by helping to facilitate the coordination of services that already exist in the civilian world.

Finally, one of the most important factors is understanding who the CF client is. In

order to garner support for this initiative, VAC in partnership with DND, would have to inform senior management from various federal and provincial departments that they have a stake in the well-being of, and therefore a responsibility to, this client group. It would need to be emphasized that the CF client is not the average federal employee, nor the average citizen, due to their peacekeeping role. It would have to be explained that although this group serves in the role of peacekeepers, they also often serve in countries where extreme violence is witnessed on a regular basis. Additionally, the CF have also played vital roles in emergency situations here in Canada, such as the Manitoba flood and the Quebec ice storm, where they performed the duty of helping civilians while putting themselves in danger. It would further need to be explained that the military as an organization and a culture, provides many formal services to its members, with some of the bigger Canadian Forces Bases even offering elementary schools and daycare facilities to members and their families. When the member is released however, they become Canadian citizens who are the joint responsibility of the federal government, the provincial government in which they take up residence, and the city in which they choose to live. For those who have served in the Canadian Forces, the release process can be accompanied by relocation to any province, where questions regarding access to provincial health care, housing, or education for a member's children may accompany a need for physical rehabilitation, vocational training, income support or employment. The need to bring together the key players who could address these needs would be a crucial starting point in helping the recently released CF member and their family reintegrate into civilian life with as little disruption as possible.

### **3.2 Purpose and Function: The Working Committee as an Aid in Transition**

Social integration is one of the components that underlies the concept of social network intervention. This concept refers to working with "the 'private troubles' of individual clients in the context of raising public concern about the critical integrating function of individuals, families, small groups, and neighbourhoods in promoting social order and promoting public safety" (Kemp, Whittaker and Tracy, 1997:6). According to person-environment theory, this concept is realized after external social/environmental change has occurred and the risk has been removed from the environment.

Attneave (1976) defines social network intervention as presuming "that in addition to the family, people have natural social relationships which can be mobilized as natural support systems" (p.220). She asserts that emphasis is placed on the restoration of function to the natural system in order to address varying human needs, mobilize natural resources, and solve problems.

Felton and Shinn (1992) support this idea by asserting that social support must move beyond the notions of significant others to "concepts that have an extra-individual referent, such as group membership, behaviour settings and communities" (p.108). Attachment to place as both a geographic and social unit is powerful and can intensify sense of commitment to familiar places and people. This is often the case when communities are homogeneous and the geographical area of connection is small (Felton and Shinn, 1992:108). For the Canadian Forces member, this may ring



especially true. For these members, the geographical area of a Canadian Forces Base is small, there are close connections between people within the area and they are a highly homogeneous group. This supports the notion that this group serves as a function of the member's social network, and may in fact be an extremely large portion of it. Felton and Shinn (1992) highlighted the work of Maton (1989), that concluded there was a significant impact on individual well-being from the social support offered by organized groups (p.110). Other studies have established that the role of these social networks can reduce uncertainty and provide identity (Felton and Shinn, 1992:111). Acknowledging the function of an individual's social network can help shape a comprehensive framework for intervention in the area of transition from the military to civilian life.

McIntyre (1986), states that network concepts are often used to construct social networks for persons who share common issues or common concerns (p.424). She states that "in this form of application, attention is given to indirect links , as the objectives often are the sharing and dissemination of information as the basis for stimulating informed activity" (p.424). The concept of network construction is explained by Trimble (1980) as helping the client to "enlarge, construct, or reconstruct a personal network which has the capacity to nurture, to heal and to challenge" (p.16). Trimble notes that healing an existing network is not always possible. He asserts that sometimes networks are simply insufficient to meet the needs of the client and consequently, a new network must be formed. When a Canadian Forces member is removed from their existing social network, it may become necessary, depending on the needs of the individual, to help construct a new network for him/her in the "outside

world".

The overall purpose of the Working Committee is to develop a comprehensive resource network that would provide the CF client, VAC case managers, and other agencies, with information on all the formal helping services that exist in the Province of Manitoba. Essentially this model would help to construct a social safety net for the member upon their release, but would still be delivered in a format that would allow the client to manoeuvre the system independently. By delivering this information in a consistent and comprehensive fashion, hopefully there would be a reduction in the number of clients who fail to access necessary services upon their release.

The purpose and objectives of the Working Committee are built on the fundamental notions that an individual's social network provides support in a variety of areas, and that for the CF member a release from the military can potentially cause the disintegration of all, or a significant portion of, that support. By constructing this resource network, the information and choices that will be offered, and the format in which this will be done, will aim to help the member supplement, repair, or completely rebuild their social network dependent on their needs (see Appendix B).

### **3.3 The Process**

In January 2001, VAC, in partnership with DND held an interdepartmental/ governmental forum on the Canadian Forces member and their family in transition. The purpose of this forum was to jump start the formation of the Interdepartmental/ governmental Working Committee to address the issues of transition, by garnering understanding, support, and commitment from the senior management of the various

departments in attendance. Every department representative in attendance, who were for the most part Federal Regional Directors and Provincial Deputy Ministers, identified a contact person who would represent their department on this Working Committee. In some cases those senior managers in attendance identified themselves as future participants. In both cases, this was an important gesture of support from senior management.

The newly formed Working Committee met for the first time in March 2001. It was made up of various federal and provincial participants who had been identified as a representative for their department. The first meeting had two strong objectives: the first was to re-visit the issues associated with transition, and the reason for the committee's formation. This was done partly to bring those who had not been at the forum "up to speed" on past discussions, and it was partly to facilitate some preliminary dialogue between the partners through a roundtable discussion on the issues. This allowed members to ask questions, and explore the relevance of their departments' participation in the project; the second objective was to outline the first short- term goal of the committee. This goal would be the identification of all the programs and services that exist federally, provincially, municipally and in the private sector in Manitoba, that are applicable to the CF member and their family post-release. The Committee was informed that as a first step to achieving this goal, they needed to commit to submitting this information to VAC, so that it could be compiled and then analyzed for service gaps by the Committee. After identifying the service gaps, the Committee would be able to suggest other partners that may need to be included in the discussions, and eventually, should it be discovered that these gaps still exist, work as a collective to initiate an

integrated approach to filling them.

From this discussion of the committee's general purpose, Terms of Reference were developed to outline the committee's overall objectives which include:

- 1) A commitment to multi-departmental/governmental partnerships that will work together to address the complex needs of the CF member and their families during transition.
- 2) Identify and understand the critical issues related to transition.
- 3) Gain an understanding of Federal and Provincial Department responsibilities and service delivery.
- 4) Develop a mechanism for referral and cooperation.
- 5) Identify gaps in service delivery and find effective and efficient ways to fill those gaps using enhanced partnership opportunities.

Currently, the Committee is working on the construction of a Resource Guide, targeted at CF members and their families in transition for the Province of Manitoba. The content of this Resource Guide is being compiled using the information submitted by Committee participants, as well as from departmental pamphlets, brochures, and internet sites. This Guide will be a deliverable that is representative of the objective to develop a mechanism for referral, and will be discussed in greater detail in the following section.

### **3.4 The Resource Guide: The First Step**

The issues that have been outlined for the Canadian Forces member, including the theories behind transition and stress, previously mentioned in the literature review, and the integration of several social network intervention strategies, as noted above, have informed the basis for an integrated transition service/resource network model that will aim to meet the needs of the Canadian Forces member in transition from the military to civilian life. This service model is currently being constructed in the form of a comprehensive resource guide targeted at the CF member in transition and her/his family. Its purpose is to offer a “one stop shopping” guide that lists a complete array of existing government and private sector services to allow the member in transition the opportunity to access information and contacts in any area that he or she may require service. It is also to assist service providers, such as VAC case managers, with a tool that will educate them on existing provincial services, and enable them to make appropriate referrals for the CF clients that come to the Department for assistance.

This resource guide was outlined as one of the objectives of the Working Committee, and participants of the committee agreed to provide all service and program information offered by their respective departments as applicable to the target group. This was meant as a first step in compiling the vast amount of information that exists on federal, provincial, municipal and private sector levels. In order to aid in the data-gathering process, and clearly outline the criteria for the data collection, a template was developed that listed the broad transition need area, its sub categories for program and service identification, as well as all relevant contact, eligibility, and referral information. The template was set up in a user friendly format and sent to participants electronically

so that the framework could be easily distributed to other agencies within a department, as well as allowing for the data to be entered directly into the template where it could then be returned electronically. However, upon its distribution it was clearly stated that the template was meant only to guide the process and that participants could submit the information in any format they felt comfortable with, provided that they included specific, reader friendly program information, as well as information on eligibility criteria, referral process and a specific contact person in their department.

In order to help guide this data-gathering process, the committee identified five broad areas of need, including:

- 1) Health
- 2) Employment
- 3) Education and Training
- 4) Finance
- 5) Family Support

Each of these broad need areas was further defined by specific program areas such as addictions, housing, vocational rehabilitation, post-secondary education and respite. Eventually the program and service information provided by the Committee will be classified by program area, analyzed, and service “gaps” will be identified. Each category included an “other” section to allow committee members to add any other program and/or service areas they consider relevant. This process should help shape the future creation and implementation of integrated services.

The Committee was also informed that this resource guide could likely become a Government Online project that would allow CF members, and service providers,

access to its program and service information, via the internet, from anywhere in the country.

### **3.5 Analysis of the Working Committee as an Example of Horizontal Management in Practice**

It has been previously stated that Horizontal Management (in the public service) is essentially the coordination and delivery of services to the public using shared resources and responsibility which can be intra-departmental, interdepartmental, governmental or sectoral. As well, the horizontal management of initiatives can have varying degrees of formality, can be used in the realm of policy formation or service delivery.

Using the concepts presented in the literature review on horizontal management, we can examine what have been defined as the necessary factors for the achievement of successful horizontal management strategies. We can then examine the Interdepartmental/governmental Working Committee as a pilot project that has attempted to incorporate these factors into both its structure and process, to promote the horizontal management of the issue of transition from the military to civilian life.

Horizontal management has been identified as an important policy agenda item for the public service because of the number of policy issues that exist, and span across departmental and governmental borders. It has been demonstrated that no one department has all the resources to meet the needs of the CF client group in transition, but that many will have a jurisdictional responsibility to this group once they become a

part of the civilian world. Responsibility for the CF client has been identified by VAC and DND as a multi-departmental/governmental issue because of the array of services delivered by other departments, and the fact that the needs of the CF client are no longer met by DND upon their release.

The literature review outlined several different models of horizontal governance that could be utilized to successfully promote an initiative. The Working Committee can be best described as functioning under the "Communities of Practice" model which proposes that communities of practice are established through groups of people who share similar interests and expertise in a given subject area. This group of people would be able to problem solve by sharing ideas and knowledge and would not be organized in a hierarchical fashion within a particular department. Rather, the organization would centre around the expertise of the group members and would promote meaningful dialogue that would enable innovation and best practices by creating forums for members to interact. This Working Committee is, in theory, a "community of practice". Its formation was centred around the assemblance of professionals who would bring with them knowledge and expertise of the various need areas that had been identified as critical to the CF member and their family during transition. The various departments that were invited to the initial January 2001 forum represented the areas of health, education and training, finance, employment and family support. As well, we have found that some participants have supported this initiative for additional reasons such as knowing someone in the forces, or having worked for Veterans Affairs Canada in the past. This dynamic has added to both the knowledge base and cohesion of the group. It has done so by bringing forth a more



personal perspective to the issues, serving to enhance professional or intellectual conceptions. Creating a dialogue has also allowed for a deeper cross-departmental understanding of government functioning by highlighting the connections between the various departments, and what can be gained not just by the CF client but by the participating departments. One of the obstacles to the success of this model is the difficulty in coordinating these groups across regions because of the expense. The Manitoba Working Committee, although a part of the VAC Prairie Region (Includes Alberta and Saskatchewan) operates independently of the other provinces in the region. Although the overall goals of information-sharing and service coordination are shared by all the Committees, how the Committees aim to achieve these goals and objectives are specific to their own provinces.

The literature has collectively identified several necessary factors for the horizontal management of initiatives. The first is the identification and presence of a lead department. In the case of the Working Committee, both VAC and DND have been identified as lead departments in this endeavour. The committee is co-chaired by both departments, with VAC providing the support function to the Committee.

VAC's provision of support to the Committee has tipped the scale of leadership away from DND who currently aids only in the facilitation of meetings. I believe this has given VAC a greater visibility amongst Committee members as the lead department, which has both positive and negative effects. The Department has been given a certain authority due to its more active role in the planning and support of the Committee's function, which has made it easier to coordinate and facilitate aspects of the Committee's work to date. However, this power imbalance has also created a difficulty

in maintaining a consultative relationship with DND, which negates the concept of the partnership. More importantly, I believe that many VAC staff, and other Committee members see this project as a Veterans Affairs led initiative, when its original purpose was to create a horizontal structure that had all members participate equally and take partial ownership of the process and outcomes. With Veterans Affairs taking such an active role in the Committee's overall functioning, the responsibility and authority appears to have fallen on the Department's shoulders. We must remember that VAC recognized its inability to undertake a project like this on its own which is why the Working Committee was constructed in the first place. In this capacity, VAC has become the authority that ensures partners are kept informed and are living up to their commitments. Although it would appear that more timely progress will be made with VAC as a leader in the process, I don't believe that it was the role they originally intended for themselves. As a lead department with DND as a partner in the facilitation process, I think VAC has been able to take the functioning of the Committee further, because the partnership has raised the profile of the issue, and has given both Departments the opportunity to clarify questions regarding each others responsibility to the client. Having both departments present in a forum where this could be done was no doubt beneficial in helping the other participants understand the need, and their future roles.

Another factor that is required for successful horizontal management has been identified as support for the issue by senior management. The literature has suggested that senior management support for an initiative will result in better resourced, funded and more effectively managed projects. The issue of addressing the needs of CF

members and their families during transition is one that has been actively embraced by the Deputy Minister of Veterans Affairs, and by senior ranking officials in DND. The Deputy Minister of Veterans Affairs attended the January 2001 forum in Winnipeg and offered opening remarks that expressed the importance of enhanced partnerships for integrated service delivery to the CF client. The forum was also attended by senior officials from various branches of DND in Manitoba, demonstrating support from that Department. The participants of the forum included some Regional Directors of various federal departments, the Deputy Ministers of some provincial departments, and other senior management. For the first meeting in March 2001, the committee participants were those who had been identified by their senior managers as representatives of their departments, and in some cases the senior managers remained as the Working Committee participants. It is also important to note that the Deputy Minister of VAC and Senior officials in DND have promoted this issue nationwide, and as of June 2001, Committees have been established in every region, and almost every province in Canada.

Although the support for this initiative, from senior management was promising at the outset, the Manitoba Working Committee has encountered some problems retaining members. For some, an inability to commit the time to an ongoing initiative of this nature hindered their participation. For others, it was the belief that their department did not fit into this particular process. Regardless of the reason, it is clear that despite initial senior level support, time and relevance of the issue, play an important part when someone has to decide if their voluntary participation in an initiative is going to be an effective and efficient use of their time. Senior management must be supportive of, and

sensitive to, the fact that initiatives such as this one are often an add-on to someone's work day.

A third issue that has been identified for successful horizontal management is the use of formal frameworks to define responsibility and accountability among members. For the Working Committee this has not yet happened. Terms of reference were drafted and accepted by Committee participants, which frame the overall objectives as well as the frequency of Committee meetings. At this point, the Committee has been functioning in an information sharing capacity and has not yet developed or implemented any specific initiatives that would require strict guidelines for responsibility in reporting or accountability. However, senior management should have been asked to commit their departments to the process through a written, formal framework at the beginning, to ensure that Committee members would actively and consistently participate in the work. The use of a formal framework for defining commitment and responsibility may have given the issue more priority within other departments, as well as demonstrated an ongoing commitment from senior management for the cause. This kind of formal agreement by senior management potentially ensures the commitment of those who will represent their departments in these initiatives.

The forum for the horizontal management of this initiative is structured as an Interdepartmental/governmental Working committee which, as the literature review suggests, can exist at any level, or in the case of this Working Committee within different levels. It is flexible, which can include transient membership, and it brings together the relevant stakeholders affected by the issue at hand. As well, this type of

structure is geared at facilitating a process that addresses a specific issue, and is meant to do so in a relatively short period time.

However, the literature also suggests that Committees of this nature do not often have the authority to advance policy issues and will only progress at the rate its members choose. Unfortunately, although this forum will likely promote necessary information and idea sharing pertaining to the issues of transition, it is a Committee built on voluntary membership, that will probably be limited in the amount of change it will be able to implement.

The fundamentals of the Working Committee's structure and dynamic highlight some of the features that have been identified as necessary components for successful horizontal management. From the structure there develops a process which, in ideal circumstances, demonstrates the actual practice of horizontal management of an initiative. An example of horizontality in process can be demonstrated by the Working Committee's second meeting in May 2001. Although several issues were discussed, there was a particular dialogue on employment that can be highlighted. The issue at hand was priority hiring in the public service. The Committee was informed that in 1993 a clause known as the "khaki clause" was removed from federal legislation. This clause had allowed Canadian Forces members to compete in closed public service competitions ("closed competition" refers to employment opportunities that are only open to current employees of the public service). Under the current Public Service Employment Regulations (sec.37), Canadian Forces members that have become disabled as a result of service in a Special Duty Area (SDA) are entitled to an appointment without competition, to a position in the Federal Government, at the

discretion of the Public Service Commission (Public Service Commission of Canada, 2000).

As a group, the Committee identified several issues that would have to be addressed in order to proceed with discussions on this topic. These included short and long term strategic thinking that addresses the issue of caring for the injured, the possibility of Public Service Employment Regulations that offer a disability priority hiring for those who have not served in an SDA (and other possible areas of competition expansion), a commitment from management through the Regional Federal Council to address this issue, and a need to include union representatives in future discussions. The committee focussed much of its attention on the importance of including union representation because of the need for a transparent hiring process that would help alleviate the perception that the public service has a hidden agenda in priority hiring. It was further discussed that unions may also resist the inclusion of CF members in closed competitions due to adverse feelings regarding the possibility of senior level positions being recruited externally, thereby hindering the opportunity of internal advancement for those in entry level positions.

In addition to the issues of union inclusion in decision making, the Committee discussed the increased focus on recruitment by the Public Service, due to the changing demographics, which project a large number of people retiring from the Federal Government in the next few years. The Committee took notice of the fact that issues of employment for former CF members have arisen at a time that coincides with a need for employees in the Public Service all across the country. Bearing this mutually beneficial partnership in mind, while trying to be sensitive to the interests of the union,

the Committee agreed that in order to adequately address the issue of employment and develop longer-term plans, the first step would have to be the inclusion of union representation in future discussions. These discussions would also have to take place at a national level because decisions regarding hiring in the Public Service are not made in the individual regions and provinces. Although the outcome of this process remains to be seen, the discussion of the issue, and the agreements made regarding future strategies and partners is an example of how a horizontally structured committee used the techniques of information sharing and dialogue to take the first steps toward horizontally managing an issue.

Both the process and the structure of the Working Committee provide examples of how an initiative can be horizontally managed, based on the criteria outlined in the literature review for successful horizontal management.

### **3.6 The Resource Manual as a Vehicle for the Citizen-Centred Service Delivery Approach**

Citizen-Centred Service Delivery refers to the delivery of effective and efficient services with the client as the centre of the process. The purpose is to make the client, and not the meeting of departmental demands, the primary objective of service delivery.

Citizen-Centred Service Delivery embraces alternative service delivery approaches such as single-window delivery systems, as well as partnerships between departments, levels of government and the private sector, which are often more cost effective and efficient, and give the task of integrating services back to the service providers. This

concept has been identified as an important objective for the public service and has a direct relationship to the horizontal management of initiatives. The Working Committee represents the beginning stages of an approach aimed at supporting a change in the Public Service from one of hierarchical, top-down decision making to a public service that is more adaptable and innovative in meeting the needs of Canadians. The Citizen-Centred Service Delivery approach is embraced by horizontal management because in order to effectively serve the Canadian population and all its needs, there must be a mechanism that allows government departments to partner with each other and the private sector, in order to cope with those issues that span departmental borders. The approach allows for alternative means of service delivery that do not force departments to close their doors on people who are not typically their clients, or not specifically served by their mandates. At the same time, it prevents having any one department take full responsibility where there do not exist the resources to do so. This concept has a significant bearing on how Veterans Affairs provides services to its clients. The Department has been acting in a case management role for a significant period of time. They have invested a lot of time and energy in changing the way they provide services, so that the client is the centre of the process. This resource guide will enable VAC staff, in their role as case managers, to continue brokering appropriate services to the client. The resource guide will give them a tool they can use for educational and referral purposes, by providing them with information on Manitoba programs and services that are directly applicable to the CF client. Supplying VAC case managers with a resource tool designed to aid CF members and their families, will only help foster the potential success of citizen-centred service delivery in the public service.



As previously mentioned in the literature review, the Government of Canada has recently made a commitment to citizen focus as a part of its management framework. This commitment entails a response to current service delivery in three areas: more accessible, better connected service; serving the public interest and; partnerships.

The benefit to partnerships, as well as how and why the Working Committee has incorporated this concept as a part of its approach to addressing the needs of CF members and their families in transition, has been discussed at length in previous sections.

Serving the public interest, as an objective, is reinforced by the establishment of the Working Committee under the premise that no one department can address the needs of the CF client group alone, but that they are a group who will likely access a number of Government services, and should therefore be provided those services effectively and in a timely fashion.

The need to improve the accessibility and connectedness of services refers to incorporating new information technology as a means to improving the quality of service delivery and allow for an expansion of current service delivery practices through a variety of media. The idea is to create a seamless approach that gives virtually every citizen, despite their circumstance, the ability to easily access services. The Working Committee is attempting to realize this objective with the creation of its Resource Guide for CF members and their families in transition.

The resource guide has been seen by various Committee participants as having very different purposes. There are some who believe that it is an effort that focuses time and energy on "reinventing the wheel", the thought being that all the program and

service information we have requested exists somewhere and that it does not need to be compiled in yet another document. However, I believe that the resource manual has four very important functions despite the possibility that we may be duplicating the publication of program and service information.

The first key component is that the resource guide is only the first step in a much longer, possibly more complex process. It has been identified as a short term goal that can be demonstrated as a product of the Working Committee.

The second feature is that it will serve as an educational tool for all departments and private sector agencies that may deal with this client group, by offering significant departmental, governmental and private sector information in one location. This information can then be used as a resource for both clients and staff. One of the general objectives of the Working Committee is the cross departmental sharing of information in order to help educate one another so that senior management can then educate their own staff about the needs of this client group, the resource guide could prove to be an aid in this endeavour.

The third component, which is directly influenced by the first two, is that the Working Committee also agreed to the objective that we would collectively identify service gaps and use enhanced partnerships to fill those gaps. This goal cannot be achieved unless we identify those services in such a way that they can be easily analyzed. Once those gaps are analyzed, it will be of great service to Committee members to have gained a basic knowledge of the functioning of other departments and how they work in relation to their own. This will be especially useful if these departments are given the opportunity to develop partnerships in a service delivery

capacity. The resource guide will allow service providers to deliver their services with an informed understanding of the vast support network that exists within the Province. This would hopefully increase effective service delivery and reduce the duplication of services, thereby creating a more efficient and cost-effective way of providing services to this client group.

Finally, the most important function of this resource manual is that it will offer a "one stop shopping" model for improved accessibility to existing services. This resource manual has been identified as a project that will be carried out as a national initiative and may eventually become a feature of the Government Online project making its program and service information available to anyone, anywhere, via the internet. The hardcopy form of the manual has begun production in most provinces using the data-gathering model designed for the Manitoba Working Committee. The objective is to provide the information so that the CF member and their family can easily access it without feeling a sense of dependence on the system to provide referrals to services. It will allow the client to identify their own needs, identify what services exist that may meet those needs, and clearly identify where they can obtain those services. The other benefit is that it will allow a member in any province, relocating to another province, the ability to research the availability of necessary services in their future place of residence. As well, this guide will allow VAC case managers, and other service providers, the ability to seek out services across the country on behalf of the client. This model would hopefully give the member some control over their reintegration process during release from the Canadian Forces, as opposed to waiting until after they have been released, when they may have fewer social supports to help guide them.

On the other hand, those members who feel they will not require formal services upon their release will still have a comprehensive service guide for their use should a need arise in their future.

## **Part IV - Recommendations**

### **4.1 The Structure and Process**

The Manitoba Interdepartmental/governmental Working Committee established to address issues related to transition for CF members and their families, was the first committee of its kind started in Canada. To date there have been Working Committees formed in every region and almost every province across the country. As the pilot for this initiative, the Manitoba Committee pioneered the process, allowing the other Working Committees to benefit from its experiences. Although in theory, the Working Committee demonstrates a horizontal structure for the management of this initiative, and has used a horizontal process for addressing specific issues within the initiative, there is a fundamental piece of the puzzle still missing. This Committee has benefited greatly from the strong support it has received from its current participants. However, the representation on the Committee is strongly influenced by an expertise in issues of employment. Although this has been of great service to the work of the Committee during discussions of employment related topics, it will likely create stalls in the Committee's progress on other issues, because of the lack of an expertise present in those areas. Although representatives from a variety of departments were invited to the initial January forum, some were unable to attend, and for various reasons have been

unavailable for further discussion of the project. Some of those who did attend were not willing to commit their participation to this initiative as a long term project, others felt that their department had no useful purpose for this committee, and still others had not been included in the initial phase of the Working Committee's formation. Upon reflection, I would agree that some of these departments do not offer programs and services that would have any bearing on the CF member in transition and are not necessary players in the process. However, I strongly believe that other, very important players should be invited/re-invited to the table in order to maintain a dialogue that includes all relevant stakeholders. I therefore recommend that:

**The Interdepartmental/governmental Working Committee actively, and as a collective, seek out potential partners whose contributions, in a variety of subject areas, will be crucial to future Committee discussions. I suggest that the areas of initial focus should be health and family support as the committee currently has no representation in these areas.**

What has recently become a nationwide initiative, has also become a slightly frustrating and confusing process as the VAC co-chairs from across the country have struggled to understand what the expected outcomes of these Working Committees should be. Although most, if not all of the Working Committees across the country have begun the data-gathering process, and will likely produce the same type of resource guide for their provinces, the longer-term goals and objectives are unclear to many. With respect to the resource guide, it has been noted by some, that if all the Working Committees are collecting program and service information as it exists in their provinces, then there is going to be a duplication of efforts as we all collect identical

federal program information. As well, if this information becomes a part of the Government Online initiative then who will become responsible for funding the project, who will be responsible for maintaining the information, and how will the Committees' work be integrated into that process?

One of the larger obstacles that may be encountered in the near future by most, if not all the provinces, will be the information gathering on municipal and community agency programs. These resource guides are meant to be representative of program and service information throughout each entire province. Having said that, it would be worthwhile to have all the co-chairs discuss how we can include our municipal and community partners in the data-gathering process, as researching and compiling this information would be an enormous undertaking for each Committee.

Although these Committees were not intended to be VAC led initiatives, they are shifting in that direction. Consequently, there is a need to coordinate our goals and efforts so that we can reduce redundancy in data-gathering and production, share our experiences, strategies and visions, and discuss a longer-term strategic plan. I therefore recommend that:

**There be a Veterans Affairs Canada National co-chair conference established for information sharing and strategic planning. This conference should include all Working Committee co-chairs, as well as representation from VAC Head Office. Its overall purpose will be to provide a forum to address concerns, share ideas and plan for future goals and objectives. This forum should help outline a general yet consistent plan for the Working Committees on a federal level, that still allows each province to modify the process as required.**

**This conference should be held by September 2001.**

In order to effectively address the needs of all CF members in transition, the Working Committee must be cognizant of the varying and unique needs that are presented. These include differences in the reasons for release, as well as the complexity of issues that may accompany that release. However, it is equally important for the Committee to also recognize cultural diversity in the military, and the potential issues that may arise for Aboriginal men and women re-entering the civilian world. The literature review clearly demonstrated the hardships faced by Aboriginal veterans after WWI and WWII. These included poverty, racism, and legislative barriers that delayed or prevented the acquisition of benefits from VAC. Many of these issues still exist for the Aboriginal people of Canada, making it important for the Working Committee to recognize, and be sensitive to, the unique needs of this community while continuing their work in the area of transition. I therefore recommend that:

**The Manitoba Working Committee make a special effort to research the current issues facing Aboriginal people in Manitoba, as well as the demographics of this population in the Canadian Forces, in order to appropriately address the needs of all CF members in transition.**

## **4.2 The Resource Guide**

### **Content**

The resource guide, as an information and referral tool, has an unknown future in terms of its adequacy and effectiveness in easing transition for CF members and

their families. The Working Committee has recognized that there are many different reasons for a member's release, as well as many different issues that can accompany that release. The resource guide will be the mechanism through which CF members, VAC Area Counsellors, DND personnel (at any stage of the release process), and any other service providers in contact with a CF member or their family can access information on a wide variety of service options in their community, as well as information on how to access those services.

There are several websites that currently exist which highlight a variety of organizations and the services they offer. This resource guide aims to provide more in-depth information by describing each program in detail, as well as outlining the specific eligibility criteria, referral process, and a point of contact. The purpose is to minimize the effort required by the CF member to seek out this information on their own.

At the present time, the resource guide is still in the beginning stages of data-gathering and compilation, and will not likely be released to the public for a significant period of time. This can make it difficult to conceptualize what might be missing, or how it should look when it's completed. However, based on the principle that this resource guide is meant to be a thorough collection of information that eases accessibility to services anywhere in the country, there are two crucial components that will need to be included. I therefore recommend that:

**Once the information for the resource guide has been collected, compiled and analyzed for its applicability to the CF client, the Working Committee, as a collective, put forth an effort to compile a phone and location directory for all the organizations listed in the guide. In addition to this, there should also be a listing**



**of emergency numbers including crisis lines, hospitals and police non-emergency phone numbers. This information could be particularly useful to CF members and their families moving to a new province, and unfamiliar with the emergency services that exist.**

## **Consultation and Evaluation**

It should not be expected that this resource guide will be distributed to the public without the appropriate consultation and evaluation on the content. However, who will be given the opportunity to provide the feedback will be crucial for determining both the reliability and validity of the final product. The initial consultation on the content is one of the main functions of the Working Committee. However, there will be program and service information presented in the resource guide that is offered by organizations not participating on the Committee. For this reason I recommend that:

**When a final draft of the Manitoba Resource Guide has been completed, it be circulated to the senior management in all departments and agencies represented by the document for final approval on the accuracy of the information and its applicability to the client. As well, each should be given the opportunity to request changes, omissions, additions and give other feedback.**

Once the content has been approved, there should also be consultations with a variety of front line staff and the clients. In order to get the most useful feedback on the information provided it would make the most sense to offer this opportunity to the VAC Area Counsellors, Pension Officers, Senior District Medical Officers, and District Office Nurses, as well as a select group of DND personnel who work directly with the

releasing CF client and have an understanding of the identified transition needs. I recommend that:

**Those in direct service positions to the CF client, be given the opportunity to evaluate the content and format of the Manitoba Resource Guide and give feedback. This feedback should be requested in the following areas:**

- 1) The adequacy of the document. Does it represent the need areas expressed by the client?**
- 2) The effectiveness of the document. Is the information presented thorough and reader friendly?**
- 3) The usefulness of the document. Would it be useful in work with the client?**

These are very general questions that are meant to help determine some of the fundamental areas assessing effectiveness and adequacy. A formal evaluation would ask more detailed and directed questions, and those questions will have to be determined by the final product. The evaluation could take the form of a questionnaire, or it could be conducted within focus groups. Depending on the group being targeted, and the type of feedback being sought, it may be preferable to use both methods.

The clients themselves cannot be forgotten in the evaluation process given that they are the reason the Working Committee was formed. It is crucial that the clients also be given the opportunity to provide feedback on the resource guide because it was designed for their use and will be a worthless document if the CF member or their spouse doesn't utilize its information. With respect to the client as evaluator, I

recommend that:

**The CF client and/or their spouse be asked the same questions as the VAC staff and DND personnel, not only to determine the effectiveness and adequacy of the document, but also to assess if there are variations in response from service providers and recipients.**

Although the client is the primary target of this resource guide, it is important that it be considered useful by all relevant stakeholders as both a referral tool and information source. In making the evaluation by the client as thorough as possible, I also recommend that:

**Clients be solicited for feedback at various stages of the release process to see if it is possible to determine the usefulness of this guide as a prevention tool pre-release, as well as a useful source of program and service information post-release.**

Although it has been noted that the information contained in this resource guide will likely become a Government Online project, it is equally as likely that this initiative will be undertaken by the VAC Head Office. For this reason it is difficult to discuss an evaluation process for the website because the format and content will ultimately be decided by Head Office, and any consultation and/or evaluation will be at their discretion. However, should the Head Office and the Working Committees find that they are able to coordinate their efforts in the data-gathering process, then it is possible that the same framework for evaluation on content could be used for the resource guide and the internet site.

It is my belief that if these recommendations are implemented, then the Interdepartmental/governmental Working Committee will be more successful in horizontally managing this initiative, developing and delivering a product that is in keeping with the principles of citizen-centred service delivery, and ultimately in meeting the needs of Canadian Forces members and their families in transition.

## **Part V - Personal Reflections**

My overall experience at Veterans Affairs Canada was better than I could have expected. I was given the opportunity to learn about the needs of CF members and their families in transition, and collaborate with a variety of professionals to figure out ways to address those needs. This was both a challenging and rewarding experience. I also consider myself very fortunate to have had this experience in a work environment that was encouraging, challenging, supportive of the fact that I was a student, and fun.

In retrospect, I believe that there were things I could have done differently. I completed my practicum hours at the same time that I was taking a full course load at the University of Manitoba and this proved to be a difficult undertaking at times, one that often resulted in a heavy workload, competing deadlines, and a lot of stress.

At the beginning of the practicum, I feel that I put boundaries on myself because I was a student. I often felt that I could not set limits, and often did not take initiative in the workplace when I wanted to. I put high expectations on myself, but wasn't always sure I knew what was expected of me, because I hadn't clearly defined for myself what my learning objectives were. Sometimes I found this frustrating, then realized that if

you want to do something to enhance your learning, it's important to ask for it. I also realized how imperative it is to have a clear learning plan for yourself. This plan needs to define what your learning objectives are, but allow flexibility in the way that those goals may be achieved. I found that working with a committee, I would often get frustrated because the things that I expected to accomplish were not always accomplished on my timeline. Consequently, I sometimes felt that this was going to negatively affect the outcome of my practicum. However, as vital as it is to have a solid understanding of what you expect to learn, you must also be aware of the fact that you may learn those things, and others, via a different process than you had intended, and this is not negative.

There are many things that I feel I have gained from this experience including improved oral and written communication skills, improved time and workload management skills, an in depth understanding of the organization and its operations, and the ability to seek out resources and create networks for information sharing and problem solving. I have also gained experience in working with a committee, and becoming comfortable with a process that is often in a state of change. My learning was greatly benefited by the fact that I was able to contribute to a project that was just beginning. It was a great learning experience to be part of a team of people who lead this process for the rest of the country, and to be able to look back and assess what went well, and what didn't. Although this Committee only met a handful of times, and therefore did not produce any outcomes during my time with them, I was able to step back and observe a process that brought a variety of people together to achieve the

same goal. One of the most interesting pieces of learning that I am walking away with from this process, is a better understanding of federal/provincial government relations. Although I was not able to see how legislative boundaries and jurisdictional issues would affect the coordination of a specific initiative, I was able to observe the interaction of members, through which I caught a glimpse of how some federal and provincial governments view each others roles and responsibilities. For myself as a social work student, I found this to be an important area of learning. Whether in the private or public sector, understanding the role of government, and how jurisdictional responsibilities affect, and are affected by, other departments and levels of government, is fundamental when trying to coordinate partnerships. I believe that the practice of partnerships will become more common between departments, levels of government, and the private sector in the future. Consequently, when trying to coordinate the sharing of resources, whether financial, human or otherwise, it will be imperative to understand how the partners can work together.

As I learned more, and became more integrated in the process, I saw a change in the way I perceived myself in the work environment, and began to gain a confidence that enabled me to start showing initiative and sharing ideas. This confidence grows with time, experience, and comfort in the organizational environment.

I will take the knowledge, skills, and confidence I have acquired during my practicum with VAC and use them in other forums, both personally and professionally.

My advice to any student undertaking a practicum, is: *do not expect to be an*

*expert.* As students, we are constantly trying to gain knowledge and skills, shape our futures, balance all the aspects of our lives, and we are being evaluated at the same time. There is a constant pressure to achieve success, and prove ourselves. I have come to realize that success can be achieved over time, that perfection is learned, and that the acquisition of knowledge is ongoing. The practicum is meant to give us the opportunity to put our academic knowledge into practice. However, the theory doesn't always translate perfectly into the "real world" so, expect to be wrong sometimes and to make mistakes, expect to feel unsure and insecure, and expect change. More importantly, expect to be challenged, expect to learn something, and try to enjoy the experience.

## References

- Arthur, Nancy (1998). "Managing Cross-Cultural Transitions" in Donaldson, Lisbeth E. et. al. (eds). *Making Transitions Work: Navigating the Changes*. Calgary: Detslig Enterprises Ltd.
- Attneave, Carolyn L. (1976). "Social Networks as the Unit of Intervention" in Guerin, Philip J. (ed). *Family Therapy: Theory and Practice*. New York: Gardner Press, Inc.
- Banting, Keith G. (1982). *The Welfare State and Canadian Federalism*. Kingston, Ontario: McGill-Queen's University Press.
- Blake, Raymond B. and Keshen, Jeff (1995). *Social Welfare Policy in Canada: Historical Readings*. Toronto: Copp Clark Ltd.
- Blythe, D. Marie and D. Brian Marson (1999). *Good Practices in Citizen-Centred Service*. Canada: Canadian Centre for Management Development.
- Cappe, Mel (2001). *Eighth Annual Report to the Prime Minister on the Public Service of Canada*. Canada: Privy Council Office.
- Chadderton, Cliff (1998). *Sail or Jail: Merchant Seamen's Claim for Benefits (Film Transcripts)*. Briefing to the National Council of Veterans Associations, December 17.
- Chadderton, Clifford H. (1999). *Critique: Report of Standing Committee on National Defence and Veterans Affairs concerning Compensation for Wartime Merchant Seamen for Denial of Post-War Rehabilitation Benefits*. Canada: National Council of Veteran Associations.
- Environment Canada and Canadian Centre for Management Development (2000). *Guide on Building Dialogues on Horizontality: Discussion Draft*. Roundtable on Horizontal Management.
- Environment Canada and Canadian Centre for Management Development (2000). *Continuos Learning Plan for Horizontality: Discussion Draft*. Roundtable on Horizontal Management.
- Felton, Barbara J. And Marybeth Shinn (1992). "Social Integration and Social Support: Moving "Social Support" Beyond the Individual Level". *Journal of Community Psychology*. Vol. 20: 103-113.
- Gaffen, Fred (1985). *Forgotten Soldiers*. Penticton, B.C.: Theytus Books Ltd.
- Giesler, Patricia (1998). *Valour at Sea: Canada's Merchant Navy*. Ottawa: Veterans Affairs Canada.
- Ives, Don (1998). "The Veterans Charter: The Compensation Principle and Principle of Recognition for Service", Neary, Peter and J.L. Granatstein (eds.). *The Veterans Charter and Post-World War II Canada*. Canada: McGill-Queen's University Press.
- Jacobson, David E. (1986). "Types and Timing of Social Support". *Journal of Health and Social Behaviour*, Vol. 27: 250-264.
- Johnson, A.W. (1994). *What is Public Management? An Autobiographical View*. Canada: Minister of Supply and Services Canada.
- Juillet, Luc (2000). "The Federal Regional Councils and Horizontal Governance - A Report Prepared for the Federal Regional Councils and the Treasury Board Secretariat" (found on the



Treasury Board of Canada Secretariat website, accessed 2001).

Juillet, Luc (no date). *The Challenges of Working Horizontally in the Federal System* (Presentation). Centre on Governance, University of Ottawa.

Kemp, Susan P., Whittaker, James K. And Elizabeth M. Tracy (1997). *Person-Environment Practice: The Social Ecology of Interpersonal Helping*. New York: Aldine De Gruyter.

Keshen, Jeff (1998). "Getting it Right the Second Time Around: The Reintegration of Canadian Veterans of World War II", in Neary, Peter and J.L. Granatstein (eds.). *The Veterans Charter and Post World War II Canada*. Canada: McGill-Queen's University Press.

Mcintyre, Eilene L. G. (1986). "Social Networks: Potential for Practice", *Social Work*. November-December: 421-425.

Morton, Desmond (1998). "The Canadian Veterans' Heritage from the Great War", Neary, Peter and J.L. Granatstein (eds.). *The Veterans Charter and Post-World War II Canada*. Canada: McGill-Queen's University Press.

Morton, Desmond (1995). "'Noblest and Best': Retraining Canada's War Disabled, 1915-1923", Blake, Raymond B. and Jeff Keshen (eds.). *Social Welfare Policy in Canada*. Toronto: Copp Clark Ltd.

Mullaly, Bob (1997). *Structural Social Work: Ideology, Theory, and Practice* (2nd Ed.). Canada: Oxford University Press.

Payne, Roy (1990). "Becoming and Being Unemployed" in Fisher, Shirley and Cary L. Cooper (eds). *On the Move: The Psychology of Change and Transition*. England: John Wiley and Sons Ltd.

Peters, B. Guy (1998). *Managing Horizontal Government: The Politics of Coordination*. Canada: Minister of Supply and Services Canada.

Public Service Commission of Canada (2000). *Public Service Employment Regulations*. Government of Canada.

Schull, Joseph (1973). *Veneration for Valour*. Canada: Published under the Authority of the Minister of Veterans Affairs.

Sheffield, R. Scott (2001). *A Search for Equity. A Study of the Treatment Accorded to First Nations Veterans and Dependents of the Second World War and the Korean Conflict*. Canada: Prepared for the National Round Table on First Nations Veterans' Issues.

Summerby, Janice (1993). *Native Soldiers Foreign Battlefields*. Canada: Minister of Supply and Services Canada.

Thomson, R. (1995). "What is Social Support? Unpacking a Well-Known Concept", *Preventing Child Maltreatment Through Social Support* (Chapter 3). Thousand Oaks, CA: Sage.

Treasury Board (2000). *Results for Canadians: A Management Framework for the Government of Canada*. Canada: Treasury Board of Canada.

Treasury Board of Canada Secretariat (1998). *Alternative Service Delivery, Citizen-Centred Service and the Partnership Option* (working draft).

Trimble, David (1980). " Research Reports: A Guide to the Network Therapies", *Connections*. Vol. 3(2):9-17.

Veterans Affairs Canada (1997). *Veterans Affairs Sustainable Development Strategy*. Prince Edward Island:Corporate Planning Division.

Veterans Affairs Canada (October 1998). "Demographic Profile: Canadian Forces Pensioner", *Review of Veterans Care Needs*. Canada: Veterans Affairs Canada.

Veterans Affairs Canada (1999). *Veterans Affairs Canada: Performance Report*. Canada: Minister of Public Works and Government Services.

Veterans Affairs Canada (February 2000). " 'Sir Am I a Veteran?' A Discussion Paper". *Review of Veterans Care Needs Phase III: Canadian Forces Clients*. Canada: Veterans Affairs Canada

Veterans Affairs Canada (March 2000). "Key Findings: VAC Canadian Forces Client Needs", *Review of Veterans' Care Needs Phase III: Canadian Forces Clients*. Canada: Veterans Affairs Canada.

Veterans Affairs Canada (2000-01). *Veterans Affairs Canada Estimates - Part III*. Canada: Minister of Public Works and Government Services.

Veterans Affairs Canada (March 2001). " Continuum of Service Project (COSP)", *Prairie Regional Planning Symposium CFB Edmonton*. (Not Published).

Wallace, Elisabeth (1995). "The Origin of the Social Welfare State in Canada, 1867-1900", Blake, Raymond B. and Jeff Keshen (eds). *Social Welfare Policy in Canada: Historical Readings*. Toronto: Copp Clark Ltd.

Weiss, Robert (1990). "Losses Associated with Mobility", Fisher, Shirley and Cary L. Cooper (eds). *On the Move: The Psychology of Change and Transition*. England: John Wiley and Sons Ltd.

Whittington, Michael S. & Richard J. Van Loon (1996). *Canadian Government and Politics: Institutions and Processes*. Canada: McGraw-Hill Ryerson Ltd.

(Author unknown) (2000). "Managing Departments for Results and Managing Horizontal Issues for Results (Chapter 20)", *Report of the Auditor General of Canada*. Ottawa

### **Websites**

Military Family Resource Centre website  
[www.mfrc.mb.ca](http://www.mfrc.mb.ca)  
"The Military Family Resource Centre"

The Department National Defence website  
[www.dnd.ca](http://www.dnd.ca)

(a) "Interim Report on Quality of Life in the Canadian Forces" (1999).

(b) "Moving Forward: A Strategic Plan for Quality of Life Improvements in the Canadian Forces" (1998).

**Veterans Affairs Canada website**

**www.vac-acc.gc.ca**

**(a) Veterans Affairs Canada Homepage: "The Department/Organization"**

**(b) Backgrounder - "Merchant Navy Veteran Special Benefit" (accessed 2001)**

**(c) News Release - "Minister Duhamel Delivers Funding for Merchant Navy Veterans" (accessed 2001)**

**Statistics Canada website**

**www.statscan.ca**

**Treasury Board of Canada Secretariat website**

**www.tbs-sct.gc.ca**

**(a) "2001-2002 Estimates - Part I The Government Expenditure Plan"**

**(b) "Treasury Board - About TBS"**

**(c) "Response to the Fifth Report of the Standing Committee on Public Accounts on Quality Service"**

**Department of Finance Canada website**

**www.fin.gc.ca**

**(a) "Economic Update 2001"**

**(b) "Structure and Role" (1999)**

**Privy Council Office of Canada website**

**www.pco-bcp.gc.ca**

**(a) "The Responsibilities of the Privy Council Office"**

**(b) "The Role and Structure of the Privy Council Office" (1999).**

**War Amps website**

**www.waramps.ca**

**(a) News Release - "Merchant Seamen Backgrounder-Essential Facts" (accessed 2001).**

**(b) "Sail or Jail: Merchant Seamen's Claim for Benefits" (accessed 2001).**

**(c) News Release - "War Amps Video Claims Government Purposely Denied Veterans Benefits to Merchant Seamen" (1999).**

**(d) War Amps Media & News- Chadderton, Cliff (1999). "Compensation: Members of Canada's Merchant Navy. Presentation to the Standing Committee on National Defence and Veterans Affairs" (accessed 2001).**

**Other**

**Personal Interview with Larry Bredesen (Deputy Regional Director General, VAC Prairie Region), November 27, 2000.**

**Veterans Affairs Corporate Information System (CIS), accessed 2000-01.**

**Memorandum from A/Director Health Programs, November 29, 2000.**