

# Pensions and Compensation to Veterans and Their Dependents

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*The Social Security Board has been developing a series which gives, by months, the number of beneficiaries and the amounts paid under the various social insurance programs in this country. From time to time, as statistics become available and are analyzed, data on additional programs are added to the series. Beginning with this issue of the Bulletin, data relating to payments made to veterans of the armed forces of the United States and to their dependents have been included in the series. The cooperation of the Veterans Administration in furnishing information concerning their operations and in reviewing this article is gratefully acknowledged.*

PUBLICLY ADMINISTERED social insurance systems in the United States provide protection to large groups of our population against insecurity resulting from unemployment, disability, old age, or death of the primary wage earner. Although the systems provide protection against different types of economic insecurity and vary considerably in the adequacy of such protection, one fundamental provision underlies all of them: the right to payments is based on the fact of past employment or service. The period of service which qualifies an individual for payments ranges from the 1-day-or-less requirement for workmen's compensation to the 30 to 35 years necessary to meet the qualifying provisions of some of the retirement systems.

Social insurance protection as it exists today is the result of the growth of many separate systems. Some individuals receive protection under several systems, while others are not covered by the provisions of any system. This uneven coverage can be attributed to many factors, among the more important of which are the slow growth in public awareness of the need for comprehensive social security protection, the special needs or claims of certain groups, and the administrative difficulties involved in operating a system providing protection for all groups of the population.

Payments made to disabled or injured veterans or to their surviving dependents, based on service in the armed forces of the United States, represent the oldest type of public pension payments made in this country. On the Federal level, such pay-

ments began under the act of September 29, 1789,<sup>1</sup> but even before that time certain of the Colonies had made provision for benefits to soldiers who were injured or to the families of those who died in frontier warfare. For example, in 1636 the Pilgrims at Plymouth enacted in their court that any man who should be sent forth as a soldier and returned maimed should be maintained competently by the Colony during his life. This was probably the first pension law passed in America. Similar acts were passed in Virginia, Maryland, New York, and Rhode Island.

The first national pension law, that of August 26, 1776, promised one-half pay for life or during disability to every officer, soldier, or sailor who lost a limb in any engagement or was so disabled in the service as to be rendered incapable of earning a livelihood. Since the date of this first national law, thousands of public and special acts providing pensions, compensation, and disability allowances<sup>2</sup> to veterans and their survivors have been passed by Congress, and, in addition, hundreds of regulations have been issued relating to the administration of these laws.

The earliest veterans' pension laws were in effect disability pension systems, limited in scope, and providing relatively small benefits. Subsequent

<sup>1</sup> Payments under national pension law of Aug. 26, 1776, were made by the States, which were responsible for the execution of the law.

<sup>2</sup> "Compensation" is applied in the legislation to monetary benefits payable on account of service-connected death or disability resulting from service in World War I; non-service-connected benefits paid on the basis of service in World War I were termed "disability allowances" until the act of March 20, 1933, repealed the legislation providing these benefits. Benefits for service in periods other than World War I are termed "pensions;" the term is also applied to non-service-connected benefits paid to veterans of all wars.

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legislation broadened the coverage to include disabilities of lesser degree and provided for certain classes of dependents of deceased veterans. This legislation was followed by laws which allowed payment to be made for disabilities not incurred in or as a result of service, and finally service itself was the only basis needed to qualify for benefits.

The legislation on the statute books which relates to wars prior to the Spanish-American War is now of slight importance in practical application and need not be examined in any detail here, but historically it furnishes the basis for many of the provisions in force today and is therefore of general interest. Once the veterans of any war are allowed payments of a more liberal nature, it is difficult not to extend such benefits to veterans of subsequent and prior wars.

Inasmuch as the Continental Congress was without money or real executive power, the execution of the act of August 26, 1776, was entrusted to the States and was, therefore, as effective as they chose to make it. From the date of the enactment of this first national law, provisions for veterans' pensions became increasingly more liberal with regard to the size of the payments as well as the types of benefits provided. Subsequent legislation relating to the armed forces serving in the Revolutionary War extended the provisions of the act of 1776 to widows and orphan children (1780); payments for full pensions of a private were increased from \$5 to \$8 per month (1816); a limited-service pension was granted in 1818 for all who had served until the close of the war or for a term of 9 months or longer and were in need of assistance; and in 1832 a pension law was passed which provided for payments to certain remaining veterans of the Revolutionary War who had served 6 months or more in the armed forces.

During the 80-year period between the end of the Revolution and the beginning of the Civil War, provision was made for a regular military establishment, and the armed forces of the United States engaged in three wars, the War of 1812, the Indian wars, and the Mexican War. The act of April 30, 1790, to regulate the military establishment included pension provisions for the regular armed forces. These provisions as liberalized under the acts of March 16, 1802, and April 24, 1816, included half pay for officers, \$8 or less for service-connected disability payments to noncom-

missioned men, and half pay to widows and children under 16 of veterans who died of service-connected injuries. Some laws were passed later concerning pensions for the Regular Establishment, but until the general pension law of 1862 the provisions for benefits changed only in minor details.

Prior to the Civil War the laws authorizing the raising of volunteers or the use of militia also provided that the pension provisions then in effect should be extended to such forces. This type of action was taken for the War of 1812, the Indian wars, and the Mexican War. Subsequent legislation was passed affecting these veterans, and at the time of the Civil War veterans of all these wars were on an equal footing with regard to pensions. Pensions payable on the basis of service only were not provided for veterans of the War of 1812 until 1871, when most of the surviving veterans would have been well over 65 years of age; for the Mexican War, such pensions were made available in 1887; and for veterans of Indian wars, in 1892.

Beginning with the Civil War period, legislative provisions for veterans' pensions were liberalized still further, and, because of the size of the forces engaged in that war, the size of the pension load increased considerably. One of the most important laws concerning pensions for military service was the so-called general pension law enacted July 14, 1862. As amended, this law, which covered service on or after March 4, 1861, governed pensions for service-connected disability or death until the enactment of the World War legislation, and until the act of March 20, 1933, which repealed all pension laws relating to service subsequent to April 21, 1898, it was still a basic statute. The general pension law made more nearly uniform the provision for pensions; increased the rates for disabilities, including those based on service in former wars; made more liberal provisions for widows and children; and for the first time made provision for dependent mothers and dependent orphan brothers and sisters. As amended (July 4, 1864), the law included a new principle in pension provisions, that of fixed rates for certain specific disabilities, such as the loss of a hand or foot; monthly payments for such specific disabilities ranged from \$15 to \$100.

Other legislation of interest relating to the Civil War is the Arrears Act of January 25, 1879, which made payments to veterans of that war effective

as of the date of death or discharge of the person on whose account the pension was granted; in consequence, retroactive payments amounting to thousands of dollars were allowed in individual cases. An act of 1890 provided a limited-service pension for veterans and widows and children of deceased veterans of the Civil War, in which payments were provided without requiring service connection of the cause of the disability or death.

The provisions in effect under the general law as amended were extended to cover the veterans of the Spanish-American War.<sup>3</sup> Later legislation relating to these wars provided payments for disabilities of a non-service-connected origin and pensions at age 62. Legislation of later years generally relates to wars beginning with the Spanish-American War, but these laws have not reduced, except temporarily in 1933, the size of benefits or scope of the provisions.

The law of October 6, 1917, making provision for members of the armed forces engaged in World War I was a radical departure from the general pension system, which still remained in effect in its application to previous wars. In the absence of new legislation the general pension system pertaining to service-connected disabilities would have applied to veterans of World War I. In this new law the idea of compensation for disabilities was introduced to replace the pension concept of payments, and a schedule of ratings of reductions in earning capacity was set up, which was based "as far as practicable, upon the average impairments of earning capacity resulting from such injuries in civil occupations and not upon the impairment in earning capacity in each individual case." As a whole, the compensation allowances were generally on a more generous scale than the invalidity pensions under the general law system. The compensation of a disabled veteran was fixed in proportion both to the degree of impairment of his earning capacity and to the size of the dependent family. Compensation for widows and children was also proportional to the size of family.

The year 1933 marked an important change in the provisions for benefits to veterans of all wars, beginning with the Spanish-American War. By the so-called Economy Act of March 20, 1933,<sup>4</sup>

<sup>3</sup> As used throughout the article, Spanish-American War includes the Philippine Insurrection and the Boxer Rebellion.

<sup>4</sup> Public, No. 2, 73d Cong.

all public laws granting pensions, compensation, and disability allowances for veterans of wars and the Regular Establishment subsequent to 1898 were repealed. This act set forth the basic conditions for entitlement to benefits and provided the minimum and maximum monthly rates for disability and death benefits. It further directed the President to fix the rates of payment for disability or death and, in fixing these rates, to make "such differentiation as he may deem just and equitable in the rates to be paid to veterans of different wars and for their dependents."

Pursuant to the provisions of this act, the President promulgated 12 regulations covering the whole field of veteran benefits. These regulations established the following principles:

1. To pay the most liberal rates of pension and to furnish medical, hospital, and domiciliary care to veterans disabled, and to grant pensions to the dependents of veterans who died as a result of injury or disease incurred or aggravated in the military or naval service in time of war;
2. To grant pensions and to furnish medical, hospital, and domiciliary care to veterans disabled, and to grant pensions to the dependents of deceased veterans who died as a result of injury or disease incurred or aggravated in the military or naval service in peacetime;
3. To grant pensions to war veterans permanently and totally disabled and in need; to furnish medical, hospital, and domiciliary care to permanently disabled war veterans, including those suffering from tuberculosis and neuropsychiatric ailments incapacitated for earning a living and who have no adequate means of support; and, except as to rates, to continue a preexisting provision for pensions to widows and children of deceased Spanish-American War veterans who have died as a result of injury or disease not connected with the military or naval service.

The net effect of the law of March 20, 1933, and the subsequent regulations was to eliminate certain types of benefits and to reduce the rates allowed for other types, but legislation passed in 1934 and 1935 restored many of the former provisions.

The act of December 19, 1941, which amended Veterans Regulation 1 (a) promulgated pursuant to the act of March 20, 1933, provides for payments to veterans of World War II for service-connected disabilities. This amending act, insofar as it relates to veterans, reads as follows:

Any veteran otherwise entitled to pension under the provisions of part II of this regulation [Veterans Regulation 1 (a)] or the general pension law shall be entitled to receive the rate of pension provided in part I of this regulation, if the disability resulted from an injury or disease received in line of duty (1) as a direct result of

armed conflict, or (2) while engaged in extra hazardous service, including such service under conditions simulating war, or (3) while the United States is engaged in war.

In effect, this act provides that wartime rates will be paid for service-connected disabilities, incurred in line of duty as defined, to peacetime veterans under (1) and (2) and to veterans of the present war under (3).

The act further provides that dependents of deceased veterans whose death resulted from injury or disease in line of duty under the conditions specified above in (1), (2), and (3) shall be entitled to payment at the rates provided for dependents of World War I veterans who died as a result of service-connected injuries.

Provisions in effect at the present time allow for benefits for service-connected disabilities to be paid to the veterans of all wars,<sup>5</sup> including World War II, and to veterans of the peacetime services. In case of death, payments are made to the dependents of these veterans.

Non-service-connected disability and death payments are available to veterans and widows and children of deceased veterans of the Indian wars, Civil War, Spanish-American War, and World War I. The laws relating to payments for peacetime service do not authorize non-service-connected disability payments, and no pension is payable to veterans of the present war for non-service-connected disabilities.

The expansion of the armed forces for World War II will cause a large increase in the beneficiary load under present provisions, although it is too early to determine what the future course of legislation for veterans of this war will be. Various proposals now before Congress would enable members of the armed forces who were covered by social insurance systems prior to their induction into the armed forces to retain that coverage by appropriate action. If enacted, the legislation would have some effect on the growth of veterans' benefits. This is the first war since the inauguration of a large-scale social insurance system such as that provided in the Social Security Act, and it may, therefore, be possible to coordinate or

<sup>5</sup> In general, the provisions of veterans' legislation cover both enlisted men and commissioned officers and their dependents, and payments made are based on degree of disability without regard to rank. However, the retirement systems for officers and enlisted men of the Regular Establishment provide payments for age and disability which are based on length of service and rank. When a veteran is eligible for payment under both systems he has the option of choosing the higher payment. Payments are not made to dependents under the retirement system of the Regular Establishment.

integrate the provisions and operations of the various systems, including veterans' provisions, to furnish adequate protection to the members of the armed forces without at the same time imposing a tremendous new load of veterans' payments for non-service-connected disabilities on the present veterans' system.

Charts 1 and 2<sup>6</sup> set forth the major provisions now in force for benefit payments to veterans and their dependents for all service beginning with the Spanish-American War. Payments made currently on the basis of wars prior to 1898 are of little importance in total current payments.

#### *Administration*

The act of August 26, 1776, which provided payments to disabled veterans of the Revolutionary War, left the administration of the program in the hands of the Colonies. The acts of 1789 and 1790, by which the Federal Government assumed responsibility for payments to eligible veterans, provided that the payments were to be made under such regulation as the President might direct. Accordingly, the President placed the administration of these laws under the jurisdiction of the Secretary of War, although Congress still retained control of the actual allowance of claims. Under the law of February 28, 1793, judges of the United States district courts, or commissioners appointed by them, reviewed the evidence in support of claims and submitted it to the Secretary of War, who transmitted it to Congress for final adjudication. The amount of detail involved finally forced Congress to give the Secretary of War power to make the final decision in the allowance of claims.

On March 2, 1833, a law authorizing the appointment of a Commissioner of Pensions in the Department of War was passed, and in 1849 the position was made permanent and the functions were transferred to a Bureau of Pensions in the Department of the Interior.

The act of October 6, 1917, providing for payments to veterans of World War I established the Bureau of War Risk Insurance in the Treasury Department. This Bureau was charged with the responsibility of administering the provisions pertaining to death and disability compensation,

<sup>6</sup> Developed by Harry Mallsoff, a former member of the Division of Coordination Studies, in connection with a review of legislation relating to pensions and compensation for veterans of the Spanish-American and subsequent wars.

**Chart 1.—Eligibility conditions and monthly amounts payable to veterans, by type of payment, period of service,<sup>1</sup> and class of veteran**  
[Corrected to November 1942]

Eligibility condition and class of veteran	Service-connected payments				Non-service-connected payments			
	World War I <sup>2</sup>	Spanish-American War <sup>3</sup> World War I <sup>2</sup> World War II <sup>3</sup> Peacetime service <sup>3</sup>	Peacetime service <sup>3</sup>	Spanish-American War <sup>4</sup>	World War I <sup>2</sup>	Spanish-American War <sup>3</sup>	Spanish-American War <sup>5</sup>	
Eligibility condition (other than disability and age)								
Minimum period of active service.....	No.....	No.....	No.....	No.....	No, or 90 days <sup>6</sup> Yes.....	No, or 90 days <sup>6</sup> Yes.....	No, or 90 days <sup>6</sup> Yes.....	70-90 days. Yes.....
Honorable discharge.....	No.....	Yes.....	Yes.....	No.....	Yes.....	Yes.....	Yes.....	Yes.....
Disability not due to misconduct.....	Yes <sup>7</sup> .....	Yes.....	Yes.....	Yes <sup>7</sup> .....	Yes.....	Yes.....	No.....	No.....
Maximum annual income.....	No.....	No.....	No.....	No.....	\$1,000 if unmarried, \$2,500 if married or with minor children. <sup>8</sup>	\$1,000 if unmarried, \$2,500 if married or with minor children. <sup>8</sup>	No.....	No.....
Class of veteran								
Disabled veterans <sup>9</sup> .....	\$8-285.....	\$10-250.....	\$7.50-187.50.....	\$6-125.....	\$40.....	\$15 or less, or \$40.....	\$20-60.....	\$12-30.....
Receiving specific payment: <sup>10</sup>								
For anatomical losses.....	\$100-200 <sup>11</sup> .....	\$150-250 <sup>12</sup> .....	\$112.50-187.50 <sup>13</sup> , \$35 <sup>14</sup> .....	\$40-125. <sup>14</sup> .....				
For additional losses.....	\$25 or \$35 <sup>15</sup> .....	\$35 <sup>16</sup> .....	\$18.75. <sup>16</sup> .....					
For helplessness requiring regular aid and attendance.....	\$50 additional.....	\$150.....	\$112.50.....	\$50 or \$72 <sup>17</sup> .....			\$100.....	\$50.....
Receiving general payment:								
For partial permanent disability.....	\$10-99 <sup>18</sup> .....	\$10-90 <sup>19</sup> .....	\$7.50-67.50 <sup>20</sup> .....	\$6-24 <sup>21</sup> .....	No special provision. No special provision.	50-percent disability—\$15. No special provision.	\$20-50 <sup>22</sup> .....	\$12-24. <sup>23</sup> .....
For partial temporary disability.....	\$8-79.20 <sup>18</sup> .....	No special provision.	No special provision.	No special provision.	No special provision.	No special provision.	No special provision.	No special provision.
For total permanent disability.....	\$100.....	\$100 (total).....	\$75 (total).....	\$30.....	\$40.....	\$40.....	\$60.....	\$30.....
For total temporary disability: Without dependents.....	\$80.....	No special provision.	No special provision.	No special provision.	No special provision.	No special provision.	No special provision.	No special provision.
With dependents.....	\$90 and over <sup>24</sup> .....	No special provision.	No special provision.	No special provision.	No special provision.	No special provision.	No special provision.	No special provision.
Pension to nondisabled veterans based on age.....						Over 62 years—\$15 or less. <sup>25</sup>	62-64 years—\$30; 65 years or over— \$60.	62 years or over— \$12; 68 years or over—\$18; 72 years or over—\$24; 75 years or over—\$30.

<sup>1</sup> Covers Spanish-American War (including Philippine Insurrection and Boxer Rebellion), World War I (including Siberian Expedition), and World War II. Where 1 period of service appears in 2 columns for same type of payment, veterans of such service may qualify for or receive payment under either set of provisions.

<sup>2</sup> Payments made under act of Mar. 28, 1934 (Public, No. 141, 73d Cong.) as amended.

<sup>3</sup> Payments made under act of Mar. 20, 1933 (Public, No. 2, 73d Cong.) as amended, and Veterans Regulations.

<sup>4</sup> Payments made under act of Aug. 13, 1935 (Public, No. 269, 74th Cong.) as amended.

<sup>5</sup> Payments made under act of Aug. 13, 1935 (Public, No. 269, 74th Cong.) as amended; act of May 24, 1933 (Public, No. 541, 75th Cong.). Latter act applies only to veterans with 90 days' service and provides for payments to helpless veterans and to veterans over 65 years of age.

<sup>6</sup> 90 days not required if veteran was discharged before 90 days for disability incurred in line of duty.

<sup>7</sup> Unless veteran suffers from service-connected paralysis, paresis, or blindness, or is helpless or bedridden due to any disability.

<sup>8</sup> Applies only to disabled veterans.

<sup>9</sup> Maximum amounts attained through combination of specified and additional allowances.

<sup>10</sup> Both rate and disability specified in statute.

<sup>11</sup> \$100—certain conditions specified as permanent total; \$150—loss of use of both eyes; \$200—both eyes and a limb, double total permanent disability, or combinations of preceding losses.

<sup>12</sup> \$150—loss of hands, feet, or 1 hand and 1 foot; \$175—both hands and 1 foot, both feet and 1 hand, or blindness in both eyes, having only light perception; \$200—blindness in both eyes, having only light perception, and loss of 1 hand or foot; \$250—combinations of preceding losses.

<sup>13</sup> \$112.50—loss of use of both hands or feet, or 1 of each; \$131.25—both hands and 1 foot, both feet and 1 hand, or blindness in both eyes, having only light perception; \$150—blindness in both eyes and loss of hand or foot; \$187.50—combinations of preceding losses.

<sup>14</sup> See *Veterans' Benefits*, H. Doc. 300, 77th Cong., pp. 8-9.

<sup>15</sup> \$25—loss of creative organ; \$35—loss of use of 1 or both hands or feet.

<sup>16</sup> Loss of use of hand, foot, or eye in addition to other payments for total or less disability.

<sup>17</sup> \$50—frequent and periodic aid and attendance; \$72—regular aid and attendance.

<sup>18</sup> Amounts represent percentages of compensation that would be payable for disability equal to degree of reduction in earning capacity resulting from disability; no compensation payable for reduction rated at less than 10 percent.

<sup>19</sup> \$10 for each 10 percent of disability rating between 10 and 90 percent.

<sup>20</sup> \$7.50 for each 10 percent of disability rating between 10 and 90 percent.

<sup>21</sup> Amounts paid by degree of disability are: 10 percent—\$6; 15 percent—\$8; 20-25 percent—\$10; 25-35 percent—\$12; 35-50 percent—\$14; 50-75 percent—\$17; 75 percent—\$24.

<sup>22</sup> Amounts paid by degree of disability are: one-tenth—\$20; one-fourth—\$25; one-half—\$35; three-fourths—\$50.

<sup>23</sup> Amounts paid by degree of disability are: one-tenth—\$12; one-fourth—\$15; one-half—\$18; three-fourths and over—\$24.

<sup>24</sup> \$90 for self and wife and \$5 for each child; if no wife, \$90 for self and first child and \$5 for each other child; each parent, \$10.

<sup>25</sup> Payable to veterans on pension rolls Mar. 20, 1933. Payments as of that date continued if below \$15, otherwise reduced to \$15.

**Chart 2.—Eligibility conditions and monthly amounts payable to survivors of veterans, by type of payment, period of veterans' service,<sup>1</sup> and class of survivor**

[Corrected to November 1942]

Eligibility condition and class of survivor	Service-connected death payments			Non-service-connected death payments		
	Spanish-American War <sup>2</sup> World War I <sup>2</sup> World War II <sup>2</sup>	Peacetime service <sup>2,3</sup>	Spanish-American War <sup>4</sup>	World War I <sup>5</sup>	Spanish-American War <sup>2</sup>	Spanish-American War <sup>4</sup>
<b>Eligibility condition</b>						
Service connection of disability or death of veteran.	Death due to service-connected disability.	Death due to service-connected disability.	Death due to service-connected disability.	Disability service-connected, but not death.	No.....	No.
Minimum length of veteran's service.	No.....	No.....	No.....	No, or 90 days <sup>6</sup> .....	No, or 90 days <sup>7</sup> .....	No, or 90 days. <sup>8</sup>
Time of widow's marriage to veteran.	Sp-A—before Sept. 1, 1922. WW I—before May 13, 1938. WW II—within 10 years of discharge from service.	Within 10 years of discharge from service.	No.....	Before May 13, 1938.....	Before Sept. 1, 1922.....	Before Sept. 1, 1922.
Remarriage of widow.....	Disqualifies permanently.....	Disqualifies permanently.....	Disqualifies during remarriage. <sup>9</sup>	Disqualifies permanently.	Disqualifies permanently.	Disqualifies during remarriage. <sup>10</sup>
<b>Children:</b>						
Age limitation.....	Under 18 years, or until 21 if at school; or after 18 if helpless before 18.	Under 18 years, or until 21 if at school; or after 18 if helpless before 18.	Under 16 years, or after 18 if helpless before 16.	Under 18 years, or until 21 if at school; or after 18 if helpless before 18.	Under 18 years, or 21 if at school; none if helpless before 18.	Under 16 years, or after 16 if helpless before 16.
Legitimacy required.....	Yes <sup>11</sup> .....	Yes.....	Illegitimate child may be eligible. <sup>11</sup>	Illegitimate child and stepchild may be eligible. <sup>11</sup>	Yes.....	Illegitimate child may be eligible. <sup>11</sup>
Legal adoption.....	Yes.....	Yes.....	No.....	Yes.....	Yes.....	No.
Parents—dependency <sup>12</sup> .....	Yes.....	Yes.....	Yes.....	Not entitled.....	Not entitled.....	Not entitled.
Maximum annual income.....	No.....	No.....	No.....	1 survivor—\$1,000; survivors—\$2,500.	1 survivor—\$1,000; survivors—\$2,500.	No.
<b>Class of survivor</b>						
Widow.....	Under 50 years—\$38; 50 and over—\$45.	Under 50 years—\$30; 50 and over—\$35.	\$25-30, depending on veteran's rank (Boxer Rebellion, \$12-30).	\$30.....	\$15.....	\$30.
Children, widow present.....	1st child under 10 years—\$10, otherwise \$15; each other child under 10 years—\$8, otherwise \$13.	1st child under 10 years—\$8, otherwise \$11; each other child under 10—\$6, otherwise \$10 each.	\$2 each.....	1st child—\$8; each other—\$4.	1st child—\$5; each other—\$3.	Each child—\$6.
Children, no widow.....	1 child—\$20; 2 children—\$33; 3 children—\$46; each other—\$8 (equally divided).	1 child—\$15; 2 children—\$25; 3 children—\$35; each other—\$6 (equally divided).	\$25-30, depending on veteran's rank, plus \$2 per child (Boxer Rebellion, \$12-30).	1 child—\$15; 2 children—\$22; 3 children—\$30; each other—\$3 (equally divided).	1 child—\$12; 2 children—\$15; 3 children—\$20; each other—\$2 (equally divided).	1 child—\$36; each other—\$6.
Parents.....	1 parent—\$45; 2 parents—\$25 each.	1 parent—\$30; 2 parents—\$20 each.	Mother \$25-30, depending on veteran's rank; father same, if no mother (Boxer Rebellion, \$12-30). <sup>14</sup>	No provision.....	No provision.....	No provision.
Maximum payment to survivors.	\$133 <sup>15</sup> .....	\$102 <sup>16</sup> .....	No provision.....	\$64.....	\$27.....	No provision.

<sup>1</sup> Covers Spanish-American War (including Philippine Insurrection and Boxer Rebellion), World War I (including Siberian Expedition), and World War II. Where the same period of service appears in 2 columns for same type of payment, survivors may receive payments under the provisions in either column.

<sup>2</sup> Payments made under act of Mar. 20, 1933 (Public, No. 2, 73d Cong.) as amended, and Veterans Regulations.

<sup>3</sup> Survivors meeting eligibility conditions shown in this column may receive payments shown in preceding column if disability of veteran was incurred in extra-hazardous type of peacetime service.

<sup>4</sup> Payments made under act of Aug. 13, 1935 (Public, No. 269, 74th Cong.) as amended.

<sup>5</sup> Payments made under act of June 28, 1934 (Public, No. 494, 73d Cong.) as amended.

<sup>6</sup> Length of service immaterial if veteran was receiving or entitled to receive benefits for service-connected disability of 10 percent or more; 90 days' service, honorable discharge, or less than 90 days if discharged for disability incurred in line of duty if veteran had service-connected disability at death for which compensation would be payable if 10-percent degree.

<sup>7</sup> 90 days not required if veteran was discharged before 90 days for disability incurred in line of duty.

<sup>8</sup> 90 days not required if veteran was discharged before 90 days for disability incurred in line of duty, or died before 90 days from service-incurred disability.

<sup>9</sup> Widow may receive pension if she was the lawful wife of veteran during war, and later marriage was terminated without her fault, on her own application.

<sup>10</sup> Widow may receive pension if remarriage is terminated by death or divorce except for adultery by wife.

<sup>11</sup> Illegitimate child or stepchild of veteran of World War I is eligible if acknowledged by veteran in writing before his death, or if he was judicially decreed to support, or held putative father.

<sup>12</sup> If acknowledged by father before or after marriage of parents.

<sup>13</sup> Dependency may arise at any time; payments not terminated by remarriage of parent if dependency continues.

<sup>14</sup> Payable only if no surviving widow or children.

<sup>15</sup> Maximum for widow and children, \$53.

<sup>16</sup> Maximum for widow and children, \$62.

war-risk insurance, vocational training, and certain other provisions. In 1921 this Bureau was transferred to the newly created United States Veterans Bureau, to which were also transferred various hospitals under the Public Health Service and the Rehabilitation Division of the Federal Board of Vocational Education.

In accordance with an act of July 3, 1930,<sup>7</sup> the President by Executive Order set up the Veterans Administration and transferred to that agency the Bureau of Pensions, the United States Veterans Bureau, and the National Home for Disabled Volunteer Soldiers. The consolidation of these agencies in the new and independent organization became effective December 1, 1930, and since that date the administration of laws relating to veterans of the armed forces has been the responsibility of the Veterans Administration.

### *Eligibility Requirements*

*Payments to veterans.*—1. Payments made to veterans who are disabled as a result of service in the armed forces are contingent upon few eligibility conditions. In general, payments are made if it can be shown or presumed that the disability was incurred in the service and was not the result of misconduct on the part of the veteran.<sup>8</sup> Except for certain rebuttable presumptions pertaining to service connection under Public Law No. 2, 73d Congress, and the Veterans Regulations, no minimum period of active service is imposed nor is there any limitation as to the size of the income of the beneficiary. Veterans receiving payments under Public Law No. 2 must have been honorably discharged, although the provisions of the other laws providing service-connected benefits do not make this requirement.

2. For payments based on non-service-connected disability or injury, a minimum period of service is required. Payments are generally based on 90 days' service, unless the veteran was discharged from the armed forces prior to this length of service for disability incurred in line of duty. Honorable discharge is necessary to qualify for benefits, and a maximum income limitation of \$1,000 if unmarried, and \$2,500 if married or with children, is imposed under Public Law No. 2 and the Veterans Regulations.

<sup>7</sup> Public, No. 536, 71st Cong.

<sup>8</sup> For World War I, veteran's misconduct is not a disqualifying provision when the veteran is suffering from service-connected paralysis, paresis, blindness, or is helpless.

*Payments to dependents.*—In general, if a veteran was receiving payments or was eligible for payments prior to his death, the surviving widow, children, and parents can apply for death benefits based on his service.

1. When the veteran's death was due to a disability or injury incurred in the service, the conditions for payment to widows generally refer specifically to the time of marriage to the deceased veteran. For all wars in which service is of current importance, a limit is imposed (except in the general pension laws) on the time at which the marriage to the deceased veteran could have taken place. For the Spanish-American War, the marriage must have occurred before September 1, 1922. For World War I service, marriage must have occurred prior to May 13, 1938, and for peacetime and World War II service the marriage must have taken place prior to the expiration of 10 years subsequent to the veteran's discharge from the enlistment during which he incurred the injury or disease on account of which claim was made. If a widow remarries she is disqualified permanently from further benefits under Public Law No. 2 and Veterans Regulations; under the general pension laws, however, a remarried widow under certain conditions may be restored to the roll on dissolution of the marriage by death or by divorce on her own application and without fault on her part.

For children, the payments under Public Law No. 2 and Veterans Regulations are made while the child is unmarried and under age 18, or until he is 21 if he is still attending school. Payments can be made after age 18 to children who, before they reach that age, have become permanently incapable of self-support by reason of mental or physical defect. Under the general pension law, subject to certain other conditions, a pension may be paid only until the child attains the age of 16 but it may be continued thereafter if the child, before reaching age 16, becomes insane, idiotic, or otherwise physically or mentally helpless.

Payments are made to parents when dependency existed either prior or subsequent to the death of the veteran, and remarriage is not a disqualifying condition if dependency continues. Under the general pension law, dependent parents are not entitled to pension while there is a widow or child so entitled, but under Public Law No. 2 and Veterans Regulations, dependent parents may

receive a pension concurrently with a widow, child, or children.

2. In the case of payments made to dependents of a veteran whose death was not the result of a service-connected disability, the disqualifying conditions are somewhat more strict. These non-service-connected death awards are available to widows and children of veterans of the Indian wars, Mexican War, Civil War, and Spanish-American War, under service pension laws, and to the widows and children of veterans of the Spanish-American War under Public Law No. 2 and Veterans Regulations. As to widows and children of veterans of World War I, payments are made if the veteran at the time of his death was receiving or entitled to receive compensation for a 10-percent or more degree of disability; or if the veteran served 90 days and was honorably discharged; or, after service of less than 90 days, if he was discharged for disability incurred in line of duty and had when he died a disability for which compensation would be payable if of a 10-percent degree or more.

For the widow of a veteran of the Spanish-American War, the delimiting marriage date is September 1, 1922, and for World War I, May 13, 1938. For children of veterans of the Spanish-American War, the general pension law applies under service pension acts, i. e., subject to other conditions, payment may be made until the child reaches the age of 16, or continued thereafter if before reaching that age he becomes insane, idiotic, or otherwise physically or mentally helpless; under Public Law No. 2 and Veterans Regulations, subject to other conditions, payments may be made until the child reaches age 18 or age 21 if he is in an approved school, and may be made after age 18 if the child before reaching that age becomes permanently incapable of self-support by reason of mental or physical defect. With respect to service in World War I, the provision for children is similar to that immediately preceding, under Public Law No. 2 and Veterans Regulations.

A remarried widow under service pension laws pertaining to the Civil War, Indian wars, and Spanish-American War may be restored to the roll when the marriage terminated on any ground except adultery, or, for the Indian wars, without fault on the part of the wife. With respect to the Spanish-American War under Public Law No. 2 and the Veterans Regulations, a pension

shall not be paid to any unmarried person whose annual income exceeds \$1,000 or to any married person or any person with minor children whose annual income exceeds \$2,500. With respect to World War I, under Public Law No. 484, 73d Congress, as amended, payment of compensation shall not be made to any childless widow, or to a child whose annual income exceeds \$1,000, or to a widow with a child or children whose annual income exceeds \$2,500. There is no income limitation for dependents of veterans of the Spanish-American War receiving benefits under the service pension laws. Payments based on non-service-connected death are not available to parents of deceased veterans.

*Lump-sum payments.*—Burial benefit is provided for honorably discharged veterans of any war, a veteran of any war in receipt of compensation or pension, a veteran discharged for disability incurred in line of duty, or a veteran of the Army, Navy, Marine Corps, or Coast Guard in receipt of pension for a service-connected disability. The Veterans Administration will assume the actual cost (not to exceed \$100) of burial, funeral, and transportation of the body to place of burial within the continental limits of the United States. When the death occurs in a Veterans Administration facility within the continental limits of the United States, the actual cost (not to exceed \$100) of burial and funeral will be paid, and the body will be transported to the place of burial within the continental limits of the United States.

### Payments and Beneficiaries

The total amount disbursed to veterans of all wars and of the Regular Establishment, and to their dependents, through June 30, 1942, was almost \$15 billion (table 1). Of this amount, about 97 percent has been paid out on the basis of service in three wars—the Civil War accounting for more than half of all payments, World War I for almost a third, and the War with Spain for almost one-eighth (chart 3). Payments made to members of the Regular Establishment for disability or death incurred in peacetime service accounted for 1.5 percent of all payments, while payments made on the basis of any other period of service were less than 1 percent of the total.

The proportion going to veterans, out of the \$13.8 billion for which it is possible to obtain a



subdivision of the figures,<sup>9</sup> amounted to 72 percent, while the remaining 28 percent was paid to survivors of deceased veterans. The distribution of total amounts according to payments to veterans and payments to their dependents varies with the different wars on which service is based, but in general the low percentages shown for dependents of veterans of the Spanish-American War and World War I result from the fact that a relatively short period has elapsed between the end of the war and June 30, 1942. With the passage of time a larger proportion of total payments for a war goes to survivors. For the five wars for which all or practically all of the cost of pensions has been met, the veterans received 61 percent of all payments and the survivors 39 percent.

Of the payments made to veterans in June 1942, 62 percent was received by veterans of World War I, and 32 percent by veterans of the Spanish-American War; veterans of the Regular Establishment received 5 percent, and veterans of all other periods of service received less than 1 percent (table 2). Payments to dependents of deceased veterans show less concentration: dependents of World War I veterans received 58 percent of total survivor payments, dependents of Spanish-American War veterans, 21 percent; and dependents of Civil War veterans, 16 percent. The survivors of

<sup>9</sup> Prior to 1891, figures for the Civil War are not differentiated as between payments to living veterans and payments to dependents, nor can the unclassified items shown in table 1 be distributed between amounts paid to veterans and those to dependents.

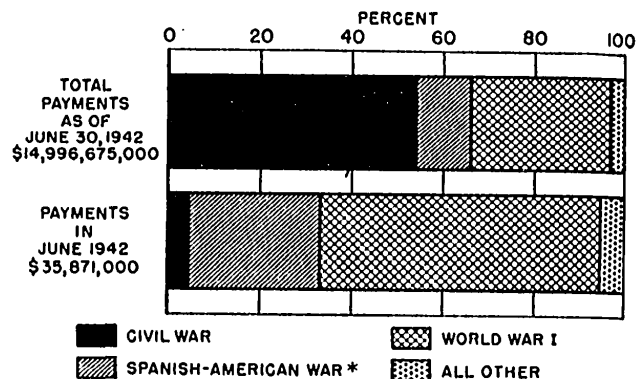
**Table 1.—Total payments to veterans and their survivors, by period of service, as of June 30, 1942**

[In thousands]

Period of service	Total payments		Payments to veterans		Payments to survivors	
	Amount	Percentage distribution	Amount	Percent of total	Amount	Percent of total
Total.....	\$14,996,080	100.0	(1)	(1)	(1)	(1)
Revolutionary War.....	70,000	.6	\$50,000	71.4	\$20,000	28.6
War of 1812.....	46,218	.3	14,020	30.3	32,198	69.7
Indian wars.....	88,801	.6	50,768	57.2	38,043	42.8
Mexican War.....	61,515	.4	28,748	46.7	32,767	53.3
Civil War.....	8,077,072	53.9	(1)	(1)	(1)	(1)
Spanish-American War <sup>1</sup> .....	1,792,635	12.0	1,504,073	83.9	288,562	16.1
World War I.....	4,619,488	30.8	3,803,465	82.3	816,023	17.7
World War II.....	201	(1)	12	6.0	189	94.0
Regular Establishment (peacetime service).....	223,637	1.5	172,948	77.3	50,689	22.7
Unclassified.....	16,513	(1)	(1)	(1)	(1)	(1)

<sup>1</sup> Data not available.  
<sup>2</sup> Data not available for entire period; for 1891-1942, 61.7 percent paid to veterans, 38.3 percent to survivors.  
<sup>3</sup> Includes also Philippine Insurrection and Boxer Rebellion.  
<sup>4</sup> Less than 0.05 percent.

**Chart 3.—Percentage distribution of payments to veterans of all wars and to their dependents, through June 1942 and for June 1942**



\*Includes also Philippine Insurrection and Boxer Rebellion.

veterans of the Regular Establishment received 4 percent of all dependency payments, and dependents of veterans of the Indian wars and of World War II accounted for 1 percent each.

### Payments to Veterans

As indicated above, the laws relating to the payment of pensions and compensation to veterans differentiate between payments to veterans who were disabled as a result of service in the armed forces and payments to veterans who were disabled, but whose disability was not the result of service in the armed forces.<sup>10</sup>

<sup>10</sup> For the veterans of the Spanish-American and previous wars, legislation has been passed which considers age as a disability.

**Table 2.—Payments to veterans and their survivors, by period of service, June 1942**

[In thousands]

Period of service	Total payments	Payments to veterans	Payments to survivors	Percentage distribution			Percent of total paid to—	
				Total payments	Payments to veterans	Payments to survivors	Veterans	Survivors
Total.....	\$35,870	\$26,658	\$9,212	100.0	100.0	100.0	74.3	25.7
War of 1812.....	(1)	0	(1)	0	(1)	0	100.0	0
Indian wars.....	214	106	108	.6	.4	1.2	49.5	50.5
Mexican War.....	4	0	4	0	(1)	0	100.0	0
Civil War.....	1,520	94	1,426	4.2	.4	15.5	6.2	93.8
Spanish-American War <sup>1</sup> .....	10,385	8,454	1,931	20.0	31.7	20.0	81.4	18.6
World War I.....	21,927	16,012	5,915	61.1	62.3	57.7	75.8	24.2
World War II.....	99	10	89	.3	(1)	1.0	10.1	89.9
Regular Establishment (peacetime service).....	1,721	1,382	339	4.8	5.2	3.7	80.3	19.7

<sup>1</sup> 1 payment of \$20 paid to veteran's daughter.  
<sup>2</sup> Less than 0.05 percent.  
<sup>3</sup> Includes also Philippine Insurrection and Boxer Rebellion.

The history of veterans' legislation shows that the first payments provided for veterans of any war are for service-connected disabilities only, and not until some time after the end of the war are non-service-connected payments provided.

The accompanying tabulation shows the number of years after the end of each war before laws were enacted providing for non-service-connected disability payments. The laws differ as to the exact provisions, but each provides payments to veterans for disabilities not resulting from service in the armed forces.

War	Date of law providing non-service-connected disability payment	Number of years between end of war and enactment of law
Revolutionary War.....	1832	51
War of 1812.....	1871	59
Mexican War.....	1887	39
Civil War.....	1890	25
Spanish-American War <sup>1</sup> .....	1920	18
World War I.....	1930 <sup>2</sup>	12

<sup>1</sup> Includes also Philippine Insurrection and Boxer Rebellion.

<sup>2</sup> Repealed Mar. 20, 1933. Payments now made under Veterans Regulations.

It will be noted that the period between the end of the war and the date of the law providing for non-service-connected disability payments has become shorter. At the present time, for the wars which still result in payments of any significance, only the Spanish-American War and the World War I legislation provides payments for non-service-connected disability, and for the latter war the disability must be total and permanent. Total-permanent disability ratings may be assigned, however, when the disabled veteran has

Table 3.—Number of veterans receiving payments, by period of service, June 1942

Period of service	Total	Public acts		Special acts
		Service-connected	Non-service-connected	
Total.....	620,207	( <sup>1</sup> )	( <sup>1</sup> )	768
Indian wars.....	1,713	( <sup>1</sup> )	( <sup>1</sup> )	32
Civil War.....	975	( <sup>1</sup> )	( <sup>1</sup> )	11
Spanish-American War <sup>2</sup> .....	146,877	1,407	145,201	69
World War I <sup>3</sup> .....	430,038	348,730	81,306	2
World War II.....	93	93		
Regular Establishment (peacetime service) <sup>4</sup> .....	40,801	40,147		654

<sup>1</sup> Data not available.

<sup>2</sup> Includes also Philippine Insurrection and Boxer Rebellion.

<sup>3</sup> Excludes 2,046 emergency, provisional, probationary, and temporary officers receiving retirement pay.

<sup>4</sup> Excludes 59 retired reserve officers receiving retirement pay.

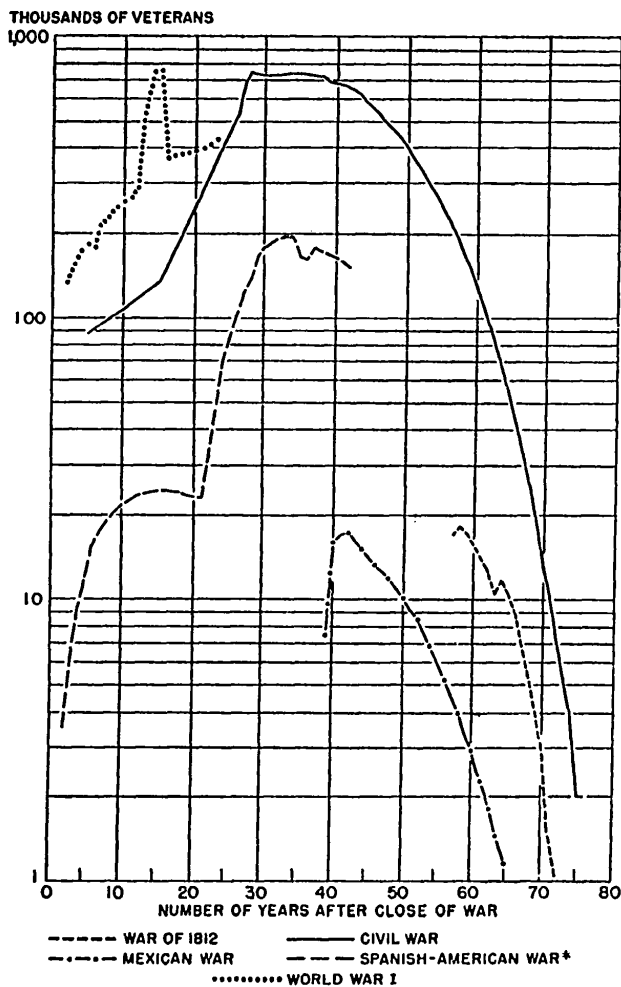
been unable to follow a substantially gainful occupation and when it is reasonably certain that the disability will continue throughout his life. Thus, veterans with disability ratings as low as 60 percent may be eligible for non-service-connected payments if they are permanently unemployable. On June 30, 1942, of every 100 veterans of the Spanish-American War who were receiving payment, 99 had a disability (including old age as a disability) of a non-service-connected origin, while of the World War I veterans receiving payment, 19 in 100 were receiving this type of payment (table 3).

In addition to payments made under public laws, certain veterans receive benefits as the result of special legislation. These veterans are generally individuals who cannot qualify under any of the public acts, or those who are entitled to special consideration. As of June 30, 1942, a total of 768 veterans were receiving payment under these special acts, 654 of them on the basis of service in the Regular Establishment.

The number of veterans receiving benefits according to the war in which service was established is shown in chart 4, by the number of years elapsed since the war. The peak in the beneficiary load for each war is reached only after the enactment of legislation providing for non-service-connected payments. Thus, the largest number of veterans receiving payments for each war shown on the chart follows by only a few years the legislative enactment for non-service-connected payments. Although comparable figures are not available for the entire period for veterans receiving payments for service in the War of 1812 and the Mexican War, it is probable that the trend for these wars resembles that shown for the Spanish-American War. The legislation providing non-service-connected payments for veterans of these wars was enacted more than 40 years after the end of the wars, and it is reasonable to assume that the peak of service-connected pensions to beneficiaries had occurred some time earlier. It is apparent from the chart that a span of about 80 years occurs between the end of a war and the time when only a relatively few veterans are still receiving payments for service based on that war.

*Average payments.*—Payments for disabilities of service-connected origin are at a higher rate than are those for non-service-connected disabilities. For World War I the range of payments for

**Chart 4.—Number of veterans of specified wars receiving payments, by number of years since end of war**



\*Includes also Philippine Insurrection and Boxer Rebellion.

service-connected disability is from \$8 to \$285; for non-service-connected disability the payment is at a flat rate of \$40. For the Spanish-American War the payments for service-connected disability range from \$10 to \$250 under Public Law No. 2 and the Veterans Regulations, and from \$6 to \$125 under the general pension law; for non-service-connected disability the range is from \$12 to \$60, with \$100 allowed when regular aid and attendance are required.

The average monthly payments to veterans, by type of disability, are given in table 4 for June 1941, the latest date for which such averages are available.

The high average payment for Civil War veterans (\$96.59) is accounted for by the fact that 1,385 of the 1,560 veterans receiving payments in

June 1941 were paid at the maximum rate of \$100, by reason of being helpless or blind, or so nearly helpless as to need regular attendance.

Payments to veterans of the Spanish-American War for disabilities of service origin averaged \$77, as compared with an average of \$56 for non-service-connected payments. An analysis of the type of disability shows that, of the 1,407 veterans receiving payment for service-connected disability, 4 percent had tuberculosis and received an average payment of \$83.97; 12 percent were suffering from neuropsychiatric conditions and received payments averaging \$81.09; and the remaining 84 percent are classed as general medical and surgical cases with payments averaging \$76.09 per month. Of the 145,000 whose disabilities were not service-connected, 24 percent were receiving payments for age at the average monthly rate of \$56.61. Inasmuch as the maximum rate allowed for age (65 years or over) is \$60, it is obvious that the majority of these veterans are near that age level.

Average monthly payments made to World War veterans for service-connected disabilities or injuries amounted to \$39.71 in June 1941. This low average as compared with the average for other wars is due to the fact that 81 percent of the World War I veterans had disabilities rated as permanent partial, with average payments of \$33.08 per month. Of 350,000 veterans receiving service-connected payments, 15 percent were tuberculous and receiving an average of \$52.86; 20 percent were neuropsychiatric cases receiving \$50.94; and 65 percent were general medical or surgical cases receiving an average of \$33.18. The law of March 28, 1934, under which almost three-fourths of the veterans of that war were receiving payment, allows additional compensation for dependents for cases rated as temporarily disabled (chart 1). In June 1941 an average of \$7.21 additional per case per month was allowed for the dependents of 27,100 veterans thus rated. These dependents included 25,500 wives, 49,300 children, and 1,400 parents.

In June 1941 all non-service-connected payments to veterans of World War I were at the rate of \$30 per month unless reduced to \$6 because the veteran was receiving institutional care at Government expense.

*Extent of disability.*—In June 1941 there were 350,000 veterans of World War I receiving com-

compensation for service-connected disability or injury. Inasmuch as the relative proportions receiving payment according to the extent of disability change little from year to year, in the absence of further legislation, figures for this month are satisfactory to indicate the extent to which these veterans are disabled. As shown below, veterans with permanent disabilities constituted 90 percent of the total; 81 percent of all payments were rated permanent-partial cases. The extent of disability is important, because payments vary considerably according to the degree of impairment.

Extent of disability	Number of awards	Percentage distribution
All awards.....	340,722	100.00
Permanent total.....	33,729	9.64
Permanent partial.....	282,177	80.60
Temporary total.....	1,533	0.44
Temporary partial.....	32,283	9.23

Further subdivision of the partial disability awards shows that almost two-thirds of the permanent-partial cases were less than 30-percent disabled, and more than 8 out of 10 were less than 50-percent disabled, while one-half of the temporary-partial cases were less than 30-percent disabled (table 5).

Thirty-one percent of the cases rated temporary partial were suffering from neuropsychiatric ailments as compared with 15 percent of the permanent-partial cases; 16 percent of the permanent-partial cases had tuberculosis, as compared with only 5 percent of the temporary-partial cases. General medical and surgical conditions accounted

Table 4.—Average monthly value of awards to veterans, by period of service and type of disability, June 1941

Period of service and type of disability	Total	Public laws		Special acts
		Service-connected	Non-service-connected	
Indian wars.....	\$62.12	(1)	(1)	\$14.21
Civil War.....	90.59	(1)	(1)	50.00
Spanish-American War <sup>1</sup> .....	50.27	\$77.00	\$56.08	22.10
Age.....	50.01	.....	50.01	.....
Disability.....	50.19	77.00	55.92	.....
World War I <sup>2</sup> .....	37.40	30.71	26.76	65.00
Permanent total.....	40.04	09.76	26.70	.....
Permanent partial.....	33.08	33.08	.....	.....
Temporary total.....	88.80	88.80	.....	.....
Temporary partial.....	32.60	32.60	.....	.....
Regular Establishment (peacetime service) <sup>3</sup> .....	32.00	32.00	.....	17.01

<sup>1</sup> Data not available.  
<sup>2</sup> Includes also Philippine Insurrection and Boxer Rebellion.  
<sup>3</sup> Excludes average monthly value for emergency, provisional, probationary, or temporary officers.  
<sup>4</sup> Excludes average monthly value for reserve officers rotated under Public No. 18, sec. 5, 70th Cong.

Table 5.—Service-connected disability awards to World War I veterans for partial disability, by degree of impairment, active as of June 1941

Degree of impairment	Permanent partial		Temporary partial	
	Number	Percent	Number	Percent
Total.....	282,177	100.00	32,283	100.00
No disability <sup>1</sup> .....	2,117	.80	0	0
10-19.....	80,002	28.35	8,050	24.94
20-29.....	93,816	33.25	8,050	24.79
30-39.....	39,755	14.09	4,295	13.30
40-49.....	21,817	7.73	3,363	10.42
50-59.....	19,503	6.91	3,244	10.05
60-69.....	11,268	3.99	1,714	5.31
70-79.....	8,002	2.84	1,083	3.36
80-89.....	4,912	1.74	677	2.10
90-99.....	985	.30	307	.95

<sup>1</sup> Awards authorized regardless of evaluation of degree of disability.

for 69 percent of all permanent-partial cases and for 64 percent of all temporary-partial cases.

All veterans of World War I who were receiving non-service-connected disability payments in June 1941 were rated permanent-total disability cases, the only cases eligible for payment.

Of the 1,500 Spanish-American War veterans receiving service-connected disability payments in June 1941, more than two-thirds had a 50-percent or more impairment. There were 151,500 veterans of this war who were receiving payments for non-service-connected disabilities—36,000 for age and 115,500 for disability; almost 6 out of every 10 of these veterans were more than 50-percent disabled.

One-fifth of active awards in June 1941 based on service in the Regular Establishment were made for total disability and one-third for impairment of less than 30 percent. No data concerning the degree or extent of disability are available for other wars, except the fact already mentioned that almost 90 percent of the Civil War veterans are totally disabled.

### Payments to Dependents

Under the various veterans' laws, continuing monthly payments generally are available to the surviving dependents of a veteran who at the time of his death is himself receiving or is eligible to receive benefits. On June 30, 1942, there were 317,000 dependents of 236,500 deceased veterans receiving such payments. These dependents included 158,000 widows, 76,700 children, 82,200 parents, and 26 other dependents (table 6).

Most of the dependents of deceased veterans of the Spanish-American War were receiving pay-

ment based on non-service-connected death awards; 97 out of 100 dependents were in this category. Of the dependents of World War I veterans, almost 3 out of 10 were receiving non-service-connected death payments. All dependent parents are receiving payments based on service-connected deaths, the only awards available to them.

*Average payments.*—The latest data for average payments to dependents, with details concerning the relationship to the deceased veterans, relate to June 1941. The averages in table 7 therefore apply to that month, and as noted before, since there has been no new legislation of importance since that date, the figures can be used for making current comparisons.

For service-connected death awards the World War I averages are the highest and those for the Regular Establishment the lowest; for non-service-connected awards the averages for widows are the same for both World War I and Spanish-American War service. More significant averages for many purposes are those for different types of family composition.

It will be noted from table 7 that substantial differences in the size of payments exist between service-connected and non-service-connected death awards. These averages reflect, of course, the rates allowed under the various laws, which vary for the different periods of service.

Average payments made to dependents of deceased members of the Regular Establishment, based on peacetime service, are in most cases a little more than half those paid to dependents of

**Table 6.—Number of surviving dependents receiving payments, by period of veterans' service, June 1942**

Period of service	Number of surviving dependents					Number of deceased veterans on whose service payment is based
	Total	Widows	Children	Parents	Other	
Total.....	316,789	157,808	76,604	82,201	26	230,498
War of 1812.....	1	0	1	0	0	1
Indian wars.....	3,716	3,634	72	0	10	3,676
Mexican War.....	95	95	0	0	0	95
Civil War.....	37,873	35,756	2,117	0	0	37,714
Spanish-American War <sup>1</sup> .....	67,425	60,468	6,680	273	8	62,774
World War I.....	186,166	50,993	60,797	74,376	0	118,617
World War II.....	2,135	616	361	1,258	0	1,329
Regular Establishment (peacetime service)....	19,378	6,446	6,630	6,204	8	12,292

<sup>1</sup> Includes also Philippine Insurrection and Boxer Rebellion.

**Table 7.—Average monthly payments to survivors of veterans of specified periods of service, by class of beneficiary, June 1941**

Class of beneficiary	Service-connected awards			Non-service-connected awards	
	World War I	Spanish-American War <sup>1</sup>	Regular Establishment (peacetime service)	World War I	Spanish-American War <sup>1</sup>
Widows, total.....	\$40.19	\$36.54	\$24.82	\$20.00	\$20.97
Children, total.....	13.09	12.40	8.93	0.84	12.59
Mothers, total.....	39.10	19.93	13.00	.....	.....
Fathers, total.....	33.87	20.00	12.08	.....	.....
Widows alone.....	40.19	36.54	24.09	20.00	20.97
Widow and children.....	61.01	52.98	38.70	42.86	38.56
Widow and mother.....	82.69	47.50	37.98	.....	.....
Widow, child, and mother.....	103.00	.....	51.21	.....	.....
Widow and father.....	82.11	.....	38.44	.....	.....
Widow, children, and father.....	101.07	.....	51.46	.....	.....
Widow, mother, and father.....	87.83	.....	44.93	.....	.....
Widow, child, mother, and father.....	108.18	.....	53.00	.....	.....
Children alone.....	25.70	41.07	19.63	20.59	32.37
Children and mother.....	66.66	.....	34.22	.....	.....
Children and father.....	68.52	.....	37.04	.....	.....
Children, mother, and father.....	74.25	.....	42.17	.....	.....
Mother alone.....	43.40	20.00	15.10	.....	.....
Father alone.....	43.55	20.00	15.10	.....	.....
Mother and father.....	49.03	.....	22.08	.....	.....

<sup>1</sup> Includes also Philippine Insurrection and Boxer Rebellion.

World War I veterans. However, an act approved July 30, 1942,<sup>11</sup> increases pensions payable to dependents of peacetime veterans to equal approximately three-fourths of the pensions allowed for dependents of wartime veterans dying from service-connected causes.

### Lump-Sum Payments

In June 1942, lump-sum payments were made to cover the burial expenses of 3,500 deceased veterans. Total payments for the month were approximately \$345,000. The level of payments of this type fluctuates little from month to month; during the past 2 years the monthly number of such payments has ranged from 3,000 to 4,000, and payments have varied accordingly.

### Other Services and Assistance Available to Veterans

In addition to the pensions and compensation which have been discussed thus far, the Administrator of Veterans Affairs is authorized, under such limitations as he may prescribe and within the limits of existing Veterans Administration facilities, to furnish to men discharged from the Army, Navy, Marine Corps, or Coast Guard, for dis-

<sup>11</sup> Public, No. 600, 77th Cong.

abilities incurred in line of duty or to those in receipt of pension for service-connected disability, and to veterans of any war, domiciliary care when they are suffering with permanent disabilities, tuberculosis, or neuropsychiatric ailments, and medical treatment for diseases or injuries.

Furthermore, a veteran of any war who was not dishonorably discharged, who is suffering from disability, disease, or defect, who is in need of hospitalization or domiciliary care, and who is unable to defray the necessary expenses therefor (including transportation to and from the Veterans Administration facility) may be furnished necessary hospitalization or domiciliary care (including transportation) in any Veterans Administration facility, within the limitations existing in such facilities, irrespective of whether the disability, disease, or defect was due to service. In such cases, the sworn statement of the applicant is accepted as sufficient evidence of inability to defray the necessary expenses. Retired officers and enlisted men of the Army, Navy, Marine Corps, or Coast Guard who served honorably during a war period as recognized by the Veterans Administration are entitled to hospitalization or domiciliary care in the same manner and to the same extent as other veterans.

Veterans of the present war who are discharged for disabilities incurred in line of duty or are in receipt of pensions for service-connected disability may be furnished medical treatment and hospital care if it is necessary, or domiciliary care if they are suffering from permanent disabilities, tuberculosis, or neuropsychiatric ailments, irrespective of whether the disability is service-connected or not.

During the year ended June 30, 1941, a daily average of 54,600 veterans were under treatment in hospitals, and costs for operating expenses of all hospitals amounted to \$55.4 million for that fiscal year. During the same year, a daily average of 16,700 veterans were receiving domiciliary care, at a cost during the fiscal year of \$5.7 million.

Other types of aid or service available to veterans include a system of low-rate insurance, adjusted compensation payments (World War I), an employment service, and certain preferences in Federal employment.

The retirement systems for members of the regular forces are also excluded from this discussion. The provisions of these retirement systems

are so different from those governing veterans' benefits that they will be the subject of a future article.

### Summary

Laws providing for payments to members of the armed forces who were disabled as a result of military service date back to the earliest days of this country. Even before the Revolutionary War, certain Colonies enacted pension laws for the relief of maimed and disabled soldiers. Beginning with the Revolutionary War, the Federal Government assumed the responsibility of making payments to disabled and injured members of the armed forces to compensate, at least in part, for the impairment in health and earning capacity suffered by the veterans.

As the system of laws relating to veterans has evolved, considerable progress has been made in providing adequate care for men who were disabled in service. In the first place, more liberal provisions have been made in the legislation for each succeeding war, and in general these more liberal provisions have been extended to veterans of previous wars. Liberalization has not only taken the form of larger individual benefit amounts but has included such items as more nearly adequate provisions for dependents, payments to veterans disabled subsequent to the period of service, and the recognition of old age as a disability.

The legislation relating to service in World War I resulted from an entirely new approach to the problem of providing for disabled and injured veterans. For that war, disabilities are rated, insofar as practicable, according to the average degree of impairment suffered in like disabilities in civil occupations. This approach reflects at least in part the expansion of workmen's compensation legislation in this country since 1900, and, in fact, workmen's compensation experience was used extensively in drafting the provisions. Secondly, in keeping with the continued progress in the fields of medical science and the social services, greater attention has been given in late years to the provisions of medical and hospital care, vocational rehabilitation, and other measures designed to restore the veteran to health and normal activities. Finally, the administration of laws relating to veterans has been consolidated in one agency, the Veterans Administration. Prior to this consolidation the administration of veterans' laws was in

the hands of several different governmental departments, and in bringing together these various administrative units it has been possible to develop and coordinate the system more efficiently.

Veterans of the present war are protected by the provisions of existing veterans' legislation for payments to members of the armed forces disabled in line of duty while in service and for payments to their dependents in case of death. In addition, a substantial number of men inducted into the armed forces had currently insured status under the old-age and survivors insurance program at the time of induction. A covered worker who had been steadily employed for the 3 preceding years would retain rights to survivors' benefits for a year and a half after entry into military service. A large proportion of the men in the armed forces have had or will later have employment on the basis of which they may establish rights to old-age benefits. Various proposals for crediting periods of military service

toward old-age and survivors insurance benefits under the Social Security Act are under consideration. If the coverage of old-age and survivors insurance is broadened, it will include most veterans of this war. Should disability and hospitalization benefits be included in the social security program, as the President has recommended, veterans of this war would have additional protection not now available to them.

For the veteran who is disabled in military service, we have built up rights to cash benefits and medical care which recognize the special debt which a country owes the men and women who are disabled in fighting its battles. We are now building a social insurance structure which, when completed, will assure to all veterans a basic protection against the hazards of income loss and lack of medical care—a protection which is their right not as veterans but as citizens. A major task still to be accomplished is the integration of these two sets of protections.